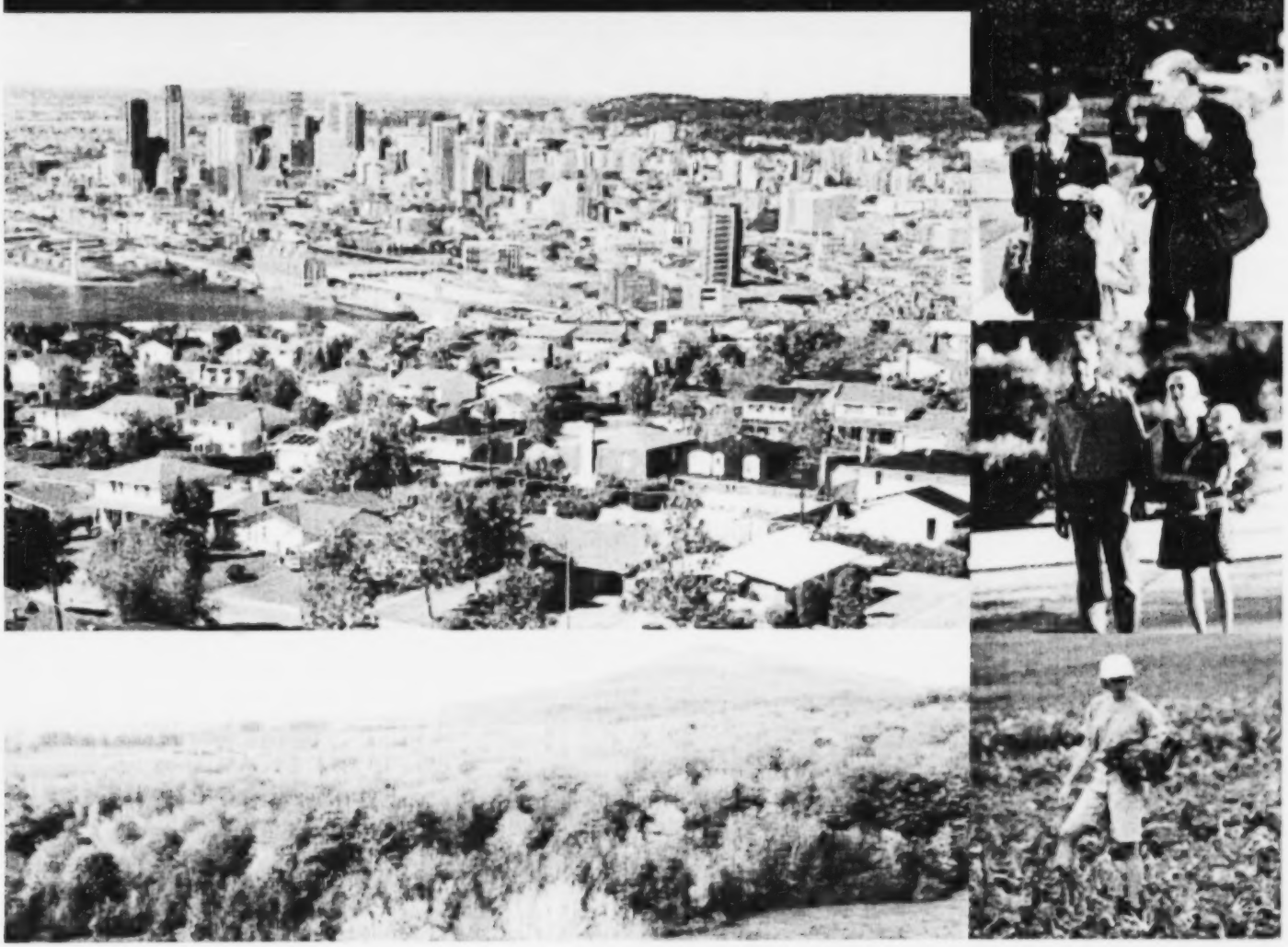
A Shared Vision for Action

# PLANNING FRAMEWORK AND GOVERNMENT ORIENTATIONS



Montréal Metropolitan Region 2001-2021 June, 2001

Québec

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A Shared Vision for Action

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Montréal Metropolitan Region 2001-2021 June, 2001

Québec
Ministère des
Affaires municipales
et de la Métropole

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## MESSAGE FROM THE MINISTER

The creation of the Communauté métropolitaine de Montréal in 2000 was a major milestone in the development of Greater Montréal. Henceforth it becomes the Government's privileged partner in land use planning and development. The preparation of the land use and development plan the Community is undertaking gives the Government the opportunity to clarify and publicize its orientations for Greater Montréal's development. These orientations take on considerable importance, both for the Government and for the Montréal metropolitan region.

The Planning Framework is being transmitted to the CMM and to the neighbouring RCMs, indicating the orientations that the government, its departments and agencies, and public bodies intend to pursue in development matters, in accordance with section 128 of the *Act respecting the Communauté métropolitaine de Montréal* (2000, c. 34). These orientations, which the Government is transmitting to the Communauté métropolitaine de Montréal, are inspired by those that have been communicated to the municipalities since 1994 and those adopted by the Conseil des ministres regarding Greater Montréal.

The Planning Framework's orientations flow from a vision of the future over a twenty-year horizon. Because of its importance within Québec and its North American and international vocation, the necessary measures must be taken so that the territorial growth of the Greater Montréal urban region is planned according to a longer-term comprehensive approach. The Communauté métropolitaine de Montréal is therefore invited to put the urban region on the path to sustainable development.

The Conseil des ministres has also ratified the Planning Framework as a frame of reference for all government departments and agencies intervening in Greater Montréal land use planning. Thus, the Government henceforth is bound by a planning framework which expresses a mobilizing project for the metropolitan region for government departments, agencies and municipalities and

which will help ensure the coherence of their interventions within the territory of the metropolitan region.

As a form of spatial organization, the Planning Framework is based on the polycentric trends already at work and ensures solidarity and consideration of the strengths of Greater Montréal with a view to greater economic growth. The Planning Framework also emphasizes the importance of protecting and reclaiming the great natural spaces and agricultural potential of its territory. The Government is affirming its choice for a spatial organization that promotes the optimum use of mass transit infrastructures as part of an objective of sustainable development and improvement of environmental quality.

The ultimate purpose of the Planning Framework is to offer the community a rallying project that will make it possible to position the metropolitan region among the world's highest quality urban regions.

The Minister of State for Municipal Affairs and Greater Montréal,

*LOUISE HAREL*

*"And standing on the said mountain, we saw and took cognizance of more than thirty leagues therefrom. To the north there was a mountain range, extending to the east and west, and the same to the south. Between these mountains is the land, the most beautiful that it is possible to see, tillable, unbroken and flat. And from the middle of the said lands, we see the said river..."*

Jacques Cartier, October 3, 1535

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## List of Acronyms

**AMT :** Agence métropolitaine de transport

**CHSLD :** Residential and long-term care centre

**CIT :** Conseil intermunicipal de transport

**CLSC :** Local community service centre

**CMM :** Communauté métropolitaine de Montréal

**CPTAQ :** Commission de protection du territoire agricole du Québec

**CUM :** Communauté urbaine de Montréal

**INRS :** Institut national de la recherche scientifique

**ISQ :** Institut de la statistique du Québec

**MAMM :** Ministère des Affaires municipales et la Métropole

**MAPAQ :** Ministère de l'Agriculture, des Pêcheries et de l'Alimentation

**MCC :** Ministère de la Culture et des Communications

**MCMA :** Montréal census metropolitan area

**MENV :** Ministère de l'Environnement

**MEQ :** Ministère de l'Éducation

**MRCI :** Ministère des Relations avec les citoyens et de l'Immigration

**MRN :** Ministère des Ressources naturelles

**MSP :** Ministère de la Sécurité publique

**MTQ :** Ministère des Transports

**RCM :** Regional county municipality (in French: **MRC**)

**RDC :** Regional development council (in French: **CRD**)

**REC :** Regional environment council (in French: **CRE**)

**SIQ :** Société immobilière du Québec

**STCUM :** Société de transport de la Communauté urbaine de Montréal

**STL :** Société de transport de Laval

# INTRODUCTION

### *A Planning Framework to ensure the coherent development of the metropolitan region*

The Greater Montréal metropolitan region is Québec's main population basin and most important economic centre. Over the past decade, it has increased its population by over 245,000 people, a growth rate of 7.6 %. Between 1996 and 1999, some 290,000 jobs were added in Greater Montréal's territory. The Montréal region is already very well positioned in relation to the rest of North America, since 2000, it ranked 15th among North America's major urban regions in terms of population.

By 2021, the region's population will increase by 9 % and the number of households by 15 %[1]. However, if we judge by the planning done over the past twenty years, the region's development could continue to generate high economic, social and environmental costs and a waste of resources.

As a medium and long-term project, the metropolitan region's harmonious and sustainable development depends, first and foremost, on wise utilization of its territory's resources through integrated planning. The end purpose of this overall planning is the sustainable protection of the built environment, facilities and infrastructures already in place, the agricultural zone and the natural environments and their reclamation for the benefit of future generations.

A frame of reference for the metropolitan region's land use planning is now necessary if we want to benefit from the population and economic growth the region will experience, while assuring an excellent quality of life for the entire population and protection of its territory's resources for future generations. The Planning Framework and the metropolitan land use and development plan of the Communauté métropolitaine de Montréal will constitute this frame of reference. These instruments henceforth will serve as keystones for the contents of a long-term development project for the metropolitan region.

### *A Planning Framework based on the principle of sustainable development*

To carry out this vast planning operation for the metropolitan region, the Planning Framework **is based on the principle of sustainable development**[2]. It subscribes to the three underlying objectives that it establishes as basic principles:

- conservation of the territory's ecological integrity and biological diversity;
- improvement of equity among individuals and between generations;
- optimization of development interventions within an economic growth perspective and in accordance with the characteristics and carrying capacity of the environment.

This document as a whole, including a background statement, a statement of the problems, a vision statement and the planning and development orientations,

[1] Institut de la statistique du Québec, Reference Scenario A, June 2000.

[2] The report of the United Nations World Commission on Environment and Development, better known as the Brundtland Report, defines sustainable development as: "development that meets the needs of the present without compromising the ability of future generations to meet their own needs". The World Union for the Conservation of Nature (WUCN), the World Wildlife Fund (WWF) and the United Nations Environment Program (UNEP) defined sustainable development, in the Nature Conservation Strategy in 1991, as "improving the quality of human life while living within the carrying capacity of the Earth's supporting eco-systems"

serves as the basis for a future project proposed by the Government for the metropolitan region.

These components are meant to be references for the government orientations presented to the Communauté métropolitaine de Montréal for land use planning. They also respond to the concerns of the government departments and agencies.

Guided by the great principles of sustainable development, conservation and reclamation of resources, this development project proposed by the Government involves planning choices in turn. These choices are particularly reflected by a general urbanization management strategy which embodies these principles of sustainable development and which is inspired by the planning vision statement and the spatial organization concept presented in Part Three.

### *A NEW PARTNER FOR THE GOVERNMENT: THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

The publication of the White Paper on Municipal Reorganization in April 2000[3] and the adoption of Bill 134 introduced a new metropolitan development player: the Communauté métropolitaine de Montréal (CMM). As the White Paper pointed out:

> "The creation, in the urban regions where urban communities currently exist, of metropolitan communities that will replace them and will have jurisdiction over an expanded territory encompassing the essential parts of the census metropolitan area, is an indispensable component of municipal reorganization. In fact, certain issues can be taken over adequately only on this scale, because they extend beyond the territories of the local municipalities, even when they are reorganized[4]."

The Government of Québec wants to support the development of the metropolitan region through appropriate and coherent planning actions. However, in a context where land use planning is a jurisdiction shared between the State and the municipal level, the government cannot take sole responsibility for the entire land use planning process in the metropolitan region. At the same time, the number of municipal entities – and the diversity of their respective interests – in the metropolitan region makes dialogue difficult between the government and the region in this matter. The creation of the Communauté métropolitaine de Montréal therefore appears to be a major milestone in the region's development. It will now become the Government's privileged partner for intervention in land use planning on the scale of the metropolitan region.

Under its constituting act[5], the Communauté métropolitaine de Montréal has jurisdiction over land use planning and, in this capacity, is required to "prepare, adopt and maintain in force, at all times and in the part of its territory formed by the territory of the regional county municipalities that is situated entirely within its own territory, the development plan provided for in the Act respecting land use planning and development[6]".

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3 Gouvernement du Québec, *La réorganisation municipale: changer les façons de faire, pour mieux servir les citoyens*, April 2000, 131 pages and 3 maps.

4 *Idem*, pp. 76-77.

5 *An Act respecting the Communauté métropolitaine de Montréal*, 2000, c. 34, s. 119 (1°).

6 *Idem*, section 126.

### *THE PLANNING FRAMEWORK : A PARTNERSHIP AGREEMENT BETWEEN THE GOVERNMENT AND THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

Because land use planning is a jurisdiction shared between the Government and the municipal level, it is important that the administrative entities responsible for it agree on the objectives to achieve and the actions to carry out. This concerted action is even more indispensable in the case of a region as vast and populated as the metropolitan region.

Within the context of the municipal reorganization it has implemented since April 2000, the Government of Québec intends to support the Communauté métropolitaine de Montréal and deploy the necessary means of action to contribute to the optimum development of the metropolitan region. For this purpose, the Planning Framework in the future will serve as the planning reference and discussion document between the Government and the CMM to ensure Greater Montréal's sustainable development. This will be the basis for concretizing the public will on land use planning in the region. The Planning Framework will fulfil three functions in this perspective.

In the first place, the Planning Framework represents the commitment of the Government and its departments, agencies and bodies to promote quality land use and sustainable development of the metropolitan region. **Based on these orientations, it proposes to serve as a benchmark for approval of the interventions of government departments and agencies within Greater Montréal.**

Thus, the strategic plans of the government departments and agencies and their capital works programs that must be submitted to the Conseil exécutif under the *Public Administration Act* (2000, c. 38) must conform to the orientations of the Planning Framework, just like their sector policies. By making its general action subject to planning rules, the Government wants to set an example in articulating its interventions coherently and making rational planning choices for the metropolitan territory.

**Secondly, the Planning Framework stands in lieu of an orientation and expectations document regarding the Communauté métropolitaine de Montréal. The Framework in this sense meets the requirements of the *Act respecting the Communauté métropolitaine de Montréal*, which provides, among other things, under section 128, that:**

> "...the Minister of Municipal Affairs and Greater Montréal shall inform the Community of governmental land use policies in the territory to which the plan of the Community applies, including equipment and infrastructure projects.[7] "

Thus, the Planning Framework will serve as a frame of reference for approval of the metropolitan land use and development plan which the CMM will have to produce[8]. In the future, all the land use planning and development instrumentation in the metropolitan region will have to conform to the Framework's provisions.

Finally, complementary to its first two functions, **the Planning Framework will anchor the respective approaches for implementation of the Planning Framework and the CMM's development plan. These approaches will depend on agreements**

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[7] *Idem*, section 128.

[8] Livre blanc sur la réorganisation municipale, *op. cit.*, p. 81.

**between the CMM and the Government, with firm commitments regarding their application[9].**

### *THE PLANNING FRAMEWORK IN THE HISTORICAL CONTEXT OF METROPOLITAN PLANNING: THE URGENT NEED FOR ACTION*

For more than forty years, many proposals have been made to circumscribe the problem of structured land use planning in the metropolitan region.

In 1967, the *Plan témoin Horizon 2000*, produced on the initiative of the City of Montréal already outlined a highly urbanized metropolitan region at the dawn of the 21st century.

Similarly, in the wake of development work on the Montréal Airport at Mirabel, the *Commission de développement de la région de Montréal* had proposed a development outline for the region north of Montréal. This action plan provided for more integrated planning of the Laurentians – then called Region 06-North – with that of the Island of Montréal after the commissioning of Mirabel Airport. However, the plan only covered the development of part of the metropolitan region.

In 1978, the government tabled the *Option préférable d'aménagement* for the Montréal region and reaffirmed it in 1983. However, little follow-up had been done to ensure its implementation. Subsequently, the *Groupe de travail sur Montréal et sa région* in 1993 and the *Forum sur la Commission de développement de la Métropole* in 1996, set up by the Ministère de la Métropole, in turn emphasized the urgency of acting on metropolitan development by formulating a comprehensive and structuring land use planning approach.

Moreover, during the 1970s and 1980s, the creation of the Communauté urbaine de Montréal and of the regional county municipalities (RCMs) provided the region with planning structures and its first development plans.

In reviewing the record, it must be recognized that the action of the regional bodies in land use planning is essentially limited to the interventions dictated by the *Act respecting land use planning and development*, namely the production of development plans, without this resulting in a common development project for the entire metropolitan region.

Relying on these past experiences and reflecting the context and reality of the world's great city-regions at the beginning of the 21st century, the Planning Framework now affirms the importance of sustainable and concerted reconciliation of land use planning and development so as to preserve the quality of life for today's citizens and those of future generations. The ultimate purpose of the Planning Framework is to guide all of the players in the metropolitan region to a project behind which they can rally, supported by the CMM's metropolitan land use and development plan, which will make it possible to position the metropolitan region in 2021 among the world's great quality urban regions.

### *THE MANDATE ENTRUSTED TO THE INTERDEPARTMENTAL COMMITTEE AND THE APPROACH OF DRAFTING THE PLANNING FRAMEWORK*

Resulting from a consensus, the Planning Framework is the culmination of concerted

[9] *Idem*, page 80.

action by all government departments and agencies.

In September 1996, the Conseil des ministres declared its concern regarding the coherence of government and municipal interventions within the territory of the Montréal metropolitan region.

The Conseil des ministres therefore adopted three general land use planning orientations, which, to put it plainly, sought to consolidate urbanization, strengthen the poles of activity and give priority to the conservation and optimum utilization of existing infrastructures and facilities.

In February 1997, these three orientations were published jointly by the Minister of Municipal Affairs and the Minister for Greater Montréal.

In this context, the Conseil des ministres asked an interdepartmental committee chaired by the Deputy Minister of Municipal Affairs to formulate a government position on a Planning Framework for the Montréal metropolitan region. It also asked that administrative mechanisms be proposed to ensure the coherent implementation of government action.

A technical committee was established by the interdepartmental committee to evaluate the compliance of the policies, programs and capital works projects of the departments and agencies concerned with the orientations adopted by the Conseil des ministres and to prepare adjustments to these policies, programs and projects[10]. This committee submitted a report in March 1998, which proposed a series of orientations and intervention measures for better control of land use and development in the metropolitan region.

The work then slowed down due to the resumption of the debate on municipal reform. In October 1999, the Comité ministériel de la région de Montréal (CMRM) authorized the resumption of work on the Planning Framework. Two reports were tabled at the CMRM: a first in February 2000 and a second in February 2001. Following this second report, the Committee ratified, in principle, eight orientations proposed for land use planning in the metropolitan region, subject to adjusting the wording as needed, and authorized the Ministère des Affaires municipales et de la Métropole to hold consultations on the proposed orientations. The Committee also requested that a final proposal and land use planning orientations be submitted for the metropolitan region, based on a schedule that would allow orientations to be transmitted to the Communauté métropolitaine de Montréal in accordance with the provisions of its constituting act ( *An Act respecting the Communauté métropolitaine de Montréal,* 2000, c. 34).

### *THE TERRITORY OF APPLICATION OF THE PLANNING FRAMEWORK*

When formulation of the Planning Framework began in 1996, the creation of the CMM was not yet envisioned. The territorial reference which had been adopted at that time for the Framework's application was the Montréal Census Metropolitan Area (MCMA), as established by Statistics Canada. It must be added that the many proposals for changes to the territory of the CMM during preparation of the Planning Framework did not allow discussion of the entire metropolitan problem based on data

[10] Letter from Mr Alain Gauthier, Deputy Minister of Municipal Affairs, to Mr J.-Y. Therrien, Deputy Minister for Greater Montréal, March 19, 1998.

that followed the Community's territorial boundaries. All the analyses were therefore conducted based on the MCMA's territory.

The creation of the CMM, which does not have exactly the same boundaries as the MCMA, although it changes the statistical data due to the variation in the number of municipalities affected, in no way alters the general problem and the land use planning factors to be considered. Also, even though the analyses in this document pertain to the MCMA, the government orientations regarding the metropolitan region and the expectations for the municipal level remain the same and are still applicable to the territory of the Community as a whole.

### *PRESENTATION OF THE REPORT*

The report is divided into five main parts.

Part One is a general presentation of the metropolitan region, its population, its economy and the principal components of the territory (resources, environments, etc.).

Part Two sets forth the general land use planning problem in the metropolitan region in terms of the major trends and the anticipated projects for urban and demographic development.

Part Three presents the land use planning orientation and the concept of spatial organization proposed by the Government for implementation of a sustainable development project for the metropolitan region.

Part Four of the report contains the government orientations and the expectations that the Government must present to the Communauté métropolitaine de Montréal in accordance with section 128 of the *Act respecting the Communauté métropolitaine de Montréal*. This fourth part therefore presents, grouped by concern, all of the Government's land use planning orientations and the Government's expectations regarding the Communauté métropolitaine de Montréal which the latter is invited to integrate into its development plan.

Finally, Part Five of the report presents the list of facilities and infrastructure projects that the government, its departments and agencies intend to pursue within the metropolitan territory

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# PART ONE

## GENERAL PRESENTATION OF THE METROPOLITAN REGION

## *THE TERRITORY*

The Montréal Census Metropolitan Area (MCMA) is located in the northeastern part of North America. Lodged in the St. Lawrence Valley, the MCMA extends between the Canadian Shield and the Appalachian Mountains. Its position at the confluence of the continent's great north-eastern waterways (the St. Lawrence River and its extension in the Gulf of the same name; the Ottawa River and the Great Lakes to the west; the Richelieu River, Lake Champlain and the Hudson River to the south) have always made it a predominant meeting point, especially for trade and commerce.

The MCMA extends over a vast territory of nearly 4,000 square kilometres in south-western Québec. Many basins and bodies of water cross the region and subdivide its territory (Map 1)[1]. The 1996 MCMA included a total of 111 municipalities. Following the municipal reform undertaken in 1999 and 2000, this territory will encompass 73 municipalities as of 2002[2].

The metropolitan territorial boundaries also include, without integrating them in their entirety, the territory of five administrative regions (Montréal, Laval, Montérégie, Laurentides (Laurentians), Lanaudière), bounded by the major waterways.

## *THE SOCIOECONOMIC PROFILE*

### A) Population and households

In 2001, the MCMA has nearly 3.49 million inhabitants and 1.45 million households (Graph 1).

The distribution of population and households shows substantial differences in different parts of the territory. Thus, the Island of Montréal has 1.8 million inhabitants in 2001, for a relative share of 52 % of the MCMA. More than half the population of the Island of Montréal (57 %) lives in the territory of the existing Ville de Montréal (1.037 million).

The same goes for the Island of Montréal's relative share in terms of households: the Island of Montréal accounts for nearly 56 % of the region's households. The other parts of the territory have smaller relative shares of households than of population (Graph 2). This can be attributed to the fact that the Island of Montréal, on the average, has a concentration of more but smaller households than the suburban municipalities.

As for the territory of the Communauté métropolitaine de Montréal, its total population in 2000 was 3,376,499. With its 1,795,844 inhabitants, the Island of Montréal accounted for 53 % of the CMM's population, Laval (with 349,910 inhabitants) represented 10.4 % of the Community's population, the northern suburbs had 454,821 people (13.5 % of the CMM's population) and the southern suburbs accounted for 775,924 people (23 % of the Community's population).

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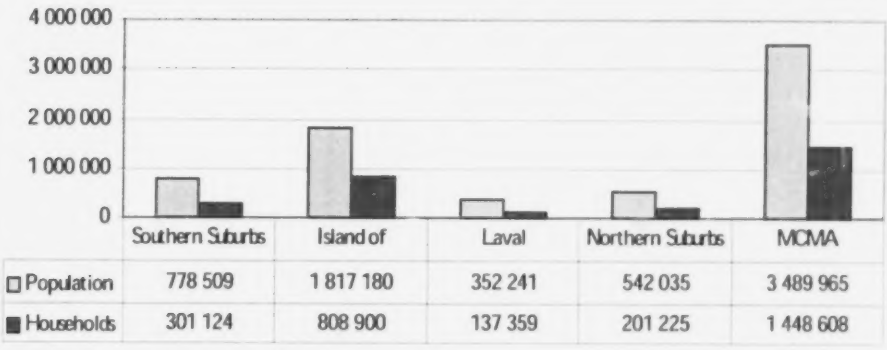
1 The maps can be found at the end of the document.

2 When work on the Planning Framework began in 1996, the MCMA included 111 municipalities. Since then, mergers have reduced the number of municipalities in the region. Bill 170, adopted in December 2000, provides for a redrawing of the municipal limits of the MCMA, which will come into force effective in January 2002. Thus, the CUM will disappear and the 28 existing municipalities will be merged into a single entity, Ville de Montréal. Ville de Longueuil will be merged with 7 other municipalities. Officially, the number of municipalities in the MCMA will then be 73. Given the municipalities removed from the CMM's territory and the municipal reorganization under Bill 1709 the total number of municipalities in the CMM will be 67. Other merger projects are under study, which could further reduce the number of municipalities both in the MCMA and in the CMM.

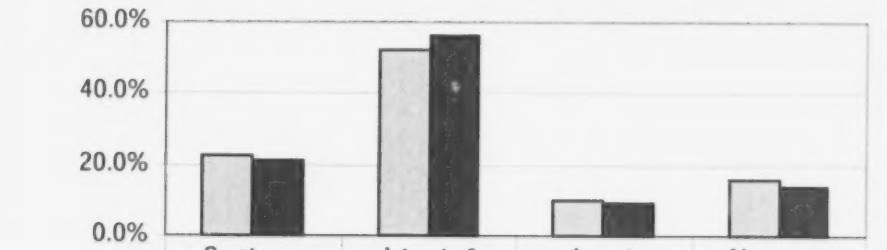
**Graph 1 : Distribution of population and households, MCMA, 2001**




| | Southern Suburbs | Island of | Laval | Northern Suburbs | MCMA |
|---|---|---|---|---|---|
| Population | 778 509 | 1 817 180 | 352 241 | 542 035 | 3 489 965 |
| Households | 301 124 | 808 900 | 137 359 | 201 225 | 1 448 608 |

Source: Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

**Graph 2 : Relative share of population and households in the MCMA, 2001**




| | Southern | Island of | Laval | Northern |
|---|---|---|---|---|
| Population | 22.3% | 52.1% | 10.1% | 15.5% |
| Households | 20.8% | 55.8% | 9.5% | 13.9% |

Source : Institut de la statistique du Québec, Scénario A de référence, édition 2000.

## B) Age of the population

Between 1981 and 2001, the relative share of the 0 to 24 age group shrank in the MCMA, while the proportion of the 65 and over age group constantly increased (Table 1). In 1981, there were 1,111,627 people in the 0 to 24 age group, compared to 1,065,779 today, a 4 % reduction.

Parallel to this, between 1981 and 2001, the 65 and over age group grew by 180,580 people in the MCMA, a 69 % increase. Population aging is mainly attributable to the low fertility rate[3], increased life expectancy and the relative weight of baby boomers in the total population[4]. Today, 63 % of people age 65 and over in the MCMA live on the Island of Montréal.

## C) Household composition

These changes in age structure have had effects on the composition of households. Thus, the number of one-person households rose from 27 % in 1991 to 29 % in 1996. In 1996, in Montréal, childless couples and persons living alone accounted for over 59 % of households (Table 2). Ville de Montréal alone accounted for 48.9 % of all one-person households in the MCMA in 1996, or 192,000 households.

The suburbs remain the preserve of families. In 1996, in the northern suburbs, 44.8 % of households were couples with children, while this proportion was 41 % in the southern suburbs. In the centre of the urban region, the rates are lower: 38.7 % in Laval and 25 % on the Island of Montréal. Despite this concentration of families on the periphery, a substantial increase in the number of elderly households in the suburbs should be expected over the next 20 years, because it is mainly in these parts of the territory that households from the baby boom generation have settled over the years.

### *THE IMPACT OF THE BABY BOOM GENERATION*

From the end of the Second World War to the beginning of the Sixties, the Western world experienced unprecedented population growth. Labelled the "baby boom" by demographers because of its obvious numerical impact, this population explosion generated an increase in the demand for public services and facilities (schools, healthcare, stores, etc.) because the size of families increased.

At an advantage because of their numbers and therefore benefiting from excellent visibility, the baby boomers have always exercised a determining social influence. As students, their numbers dictated the expansion of the college and university networks. Their arrival at adulthood had repercussions on housing programs. It is therefore realistic to believe that their demographic weight will continue to overshadow decisions on public services, particularly on policies concerning seniors.

**In 2001, in the metropolitan region, baby boomers (ages 40-55) number 819,823 people, or 23.5 % of the MCMA's population.**

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3 The fertility rate was 1.5 child per woman in 2000.

4 Reference Scenario A of the Institut de la statistique du Québec assumes that the residual life expectancy of men who are 65 years of age in 2001 is 15 years and that it will rise to nearly 18 years in 2021. Among women, the residual life expectancy is nearly 20 years in 2001 and will be nearly 22 years in 2021. In other words, a man who is 65 years of age in 2001 has an average life expectancy of 80 years and a women who is 65 years of age in 2001 has an average life expectancy of 85 years. In 2021, the average life expectancy of men at age 65 will therefore increase to 83 years, while that of women will be 87 years.

**Table 1 : Population growth by age, MCMA, 1981-2001**

| Age group | 1981 | 2001 | Growth |
|---|---|---|---|
| 0-14 | 567,470 | 630,823 | 11 % |
| 15-24 | 544,157 | 434,956 | -20 % |
| *0-24* | *1,111,627* | *1,065,779* | *-4 %* |
| 23-34 | 503,100 | 506,308 | 1 % |
| 35-44 | 383,639 | 613,775 | 60 % |
| 45-54 | 328,349 | 512,363 | 56 % |
| 55-64 | 262,947 | 349,776 | 33 % |
| *65 and over* | *261,382* | *441,964* | *69 %* |
| **Total** | **2,851,044** | **3,489,965** | **22 %** |

Source: Census of Canada, 1981 and Institut de la statistique du Québec, 2000 edition, Reference Scenario A.

**Table 2 : Household typology, MCMA, 1996**

| | Couples | | One-parent families | Persons living alone | Other | Total |
|---|---|---|---|---|---|---|
| | childless | with children | | | | |
| Northern suburbs | 40,860 | 78,680 | 18,475 | 31,130 | 6,575 | 175,720 |
| | 23.3 % | 44.8 % | 10.5 % | 17.7 % | 3.7 % | 100.0 % |
| Laval | 30,480 | 47,795 | 13,080 | 26,900 | 5,390 | 123,645 |
| | 24.7 % | 38.7 % | 10.6 % | 21.8 % | 4.4 % | 100.0 % |
| Ville de Montréal | 86,080 | 96,745 | 53,655 | 192,040 | 40,640 | 469,160 |
| | 18.3 % | 20.6 | 11.4 % | 40.9 % | 8.7 % | 100.0 % |
| Rest of the Island | 69,290 | 96,245 | 35,105 | 87,580 | 16 020 | 304,240 |
| | 22.8 % | 31.6 % | 11.5 % | 28.8 % | 5.3 % | 100.0 % |
| Island of Montréal | 155,370 | 192,990 | 88,760 | 279,620 | 56,660 | 773,400 |
| | 20.1 % | 24.9 % | 11.5 % | 36.1 % | 7.3 % | 100.0 % |
| Southern suburbs | 62 415 | 110,310 | 29,650 | 54,780 | 11,350 | 268,505 |
| | 23.3 % | 41.1 % | 11.0 % | 20.4 % | 4.2 % | 100.0 % |
| **Total MCMA** | **289,125** | **429,775** | **149,965** | **392,430** | **79,975** | **1,341,270** |
| | **21.6 %** | **32.0 %** | **11.2 %** | **29.3 %** | **6.0 %** | **100.0 %** |
| All of Quebec | 647,320 | 962,830 | 300,420 | 769,590 | 138,740 | 2,318,900 |
| | 23.0 % | 34.2 % | 10.7 % | 27.3 % | 4.9 % | 100.0 % |

Source: Census of Canada, 1996.

## D) Household income and mode of residential occupancy

In 1996, the median household income in the MCMA was greater than the median for all Québec households. The income of homeowners in the MCMA was $54,052 compared to $47,902 for all of Québec, while that of tenants in the metropolitan region was $22,398 compared to $21,189 for Québec tenants (Table 3).

Homeowners, regardless of where they live in the MCMA, have more than double the income of tenants (Table 3). The lowest median incomes in the MCMA are observed in Ville de Montréal. These incomes are also less than the Québec median, both for homeowners and for tenants. Indeed, the median income of homeowners was $47,650 and that of tenants was $20,167. Ville de Montréal has a concentration of single people or seniors with incomes generally lower than those of other types of households.

In the other parts of the MCMA, it is noted that the older the suburb, the higher the median household income. Thus, in 1996, in the Montréal West Island municipalities, the median income of homeowners was $62,165, followed by the southern suburbs with $56,687. Then came Laval ($52,587) and the northern suburbs ($52,450). This same distribution is also characteristic of tenants.

The influence of access to homeownership programs is felt everywhere in the metropolitan region. In the MCMA, the homeownership rate rose by 10 percentage points, from 38.7 % in 1976 to 48.5 % in 1996 (Table 4). The increase in the rate of homeownership was most remarkable on the Island of Montréal.

**Table 3 : Median household income in the MCMA by mode of residential occupancy, 1996**

| | Homeowner | Tenant |
|---|---|---|
| Northern suburbs | $52,450 | $22,347 |
| Laval | $52,587 | $25,053 |
| Ville de Montréal | $47,650 | $20,167 |
| Montréal West Island municipalities | $62,165 | $26,465 |
| Montréal East Island municipalities | $47,557 | $23,587 |
| Southern suburbs | $56,687 | $25,217 |
| **Total MCMA** | **$54,052** | **$22,398** |
| All of Québec | $47,902 | $21,189 |

Source: Census of Canada, 1996

**Table 4 : Growth of the rate of homeownership in the MCMA, 1976-1996**

| | Proportion of homeowners | |
|---|---|---|
| | **1976** | **1996** |
| Northern suburbs | 68.1 % | 70.8 % |
| Laval | 64.2 % | 64.9 % |
| Ville de Montréal | 20.2 % | 27.1 % |
| Rest of the Island | 39.3 % | 45.2 % |
| Southern suburbs | 63.0 % | 67.1 % |
| **Total MCMA** | **38.7 %** | **48.5 %** |
| All of Québec | 50.4 % | 56.5 % |

Source: Census of Canada, 1976, 1996.

In 1996, the proportion of homeowners varied from one part of the MCMA to another (Table 4). The northern suburbs, which were developed relatively recently, had the highest homeownership rate (71 %). Then came the southern suburbs (67 %) and Laval (65 %). Ville de Montréal only had 27 % homeowners. The homeownership rate is therefore strongly correlated with the income level. Couples with children, whose income is higher, are everywhere in the territory, and the majority of them are homeowners. At the opposite end of the spectrum, persons living alone are mainly tenants of their dwellings.

### E) Residential mobility

Table 5 presents more detailed data on the MCMA's internal residential mobility. These data unequivocally illustrate the phenomenon of urban expansion. Between 1991 and 1996, 373,110 people moved from one zone to another within the MCMA's territory. The MCMA's internal residential mobility matrix attests to the negative migratory balance of Ville de Montréal in relation to the rest of the MCMA. This was established at less than 45,535 people for the period considered. On the other hand, the northern suburbs posted a positive migratory balance of 28,490. The northern suburbs received 23,500 people from Ville de Montréal, while 9,365 others left the northern suburbs to settle in Montréal. This means that the net migratory balance between Montréal and the northern suburbs is 14,135 people, or nearly 50 % of the northern suburbs' migratory balance. The net migratory balance of Laval in relation to the northern suburbs is 8,990 people. Ville de Montréal and Laval alone therefore account for over 80 % of the net population contribution to the northern suburbs from the MCMA.

The rest of the Island of Montréal and Laval are also experiencing MCMA population outflows and inflows, but their migratory balance is practically nil at –1,720 and 2,610 people respectively. In the southern suburbs, there are many migrants, but with a large part (59,970) coming and going within the same territory.

According to the ISQ bulletin *Données sociodémographiques en bref* (February 2001), between 1996 and 2000, the Montréal administrative region lost 10,422 people (balance of inflows and outflows). The internal migration of municipalities in the Montréal region indicates that only the municipalities of Montréal, Saint-Léonard, Montréal-Nord, Outremont and Anjou have a negative migratory balance. Ville de Montréal has a negative migratory balance of –21,054 people between 1996 and 2000. The migratory balance is the result of losses in its exchanges with other municipalities on the Island (-20,992) and other administrative regions: Montérégie (-1,895), Laval (-7,782), Lanaudière and Laurentides (-6,440). Conversely, Montréal's demographic gains come mainly from the arrival of people from other Québec administrative regions (+16,025).

## F) Immigration

### 1. Settlement of immigrants

The MCMA is the main host region for immigrants in Québec. Immigration contributes significantly to the social, economic and cultural development of the Greater Montréal region and to Montréal's inclusion in the main world trade networks.

According to the Census of Canada, between 1991 and 1996, the MCMA received 118,600 immigrants. During this period, nearly 87 % of international immigration settled on the Island of Montréal. This proportion is 60 % in Ville de Montréal alone. In 1981, the Ville de Montréal population totalled 1,018,610 inhabitants compared to 1,016,376 in 1996. We can easily conclude that population growth in Ville de Montréal is largely dependent on immigration.

**Table 5 : Internal residential mobility matrix in the MCMA, 1991-1996**

| Territory of residence in 1996 | Territory of residence in 1991 | | | | | |
|---|---|---|---|---|---|---|
| | Ville de Montréal | Rest of the Island | Laval | Southern suburbs | Northern suburbs | Total |
| Ville de Montréal | ---- | 18,335 | 8,035 | 15,535 | 9,365 | 51,270 |
| Rest of the Island | 29,150 | 34,360 | 5,555 | 11,550 | 4,800 | 85,415 |
| Laval | 18,555 | 7,075 | ---- | 2,180 | 7,155 | 34,965 |
| Southern suburbs | 25,600 | 18,355 | 2,620 | 59,970 | 3,235 | 109,780 |
| Northern suburbs | 23,500 | 9,010 | 16,145 | 4,390 | 38,635 | 91,680 |
| **Total** | **96,805** | **87,135** | **32,355** | **93,625** | **63,190** | **373,110** |
| MCMA internal migratory balance | -45,535 | -1,720 | 2,610 | 16,155 | 28,490 | --- |

Source: Special compilations of the Direction de la planification en transport based on 1996 census data, Ministère des Transports, April 2000.

Indeed, the Island of Montréal is the host and residence zone of 75 % of Québec immigrants and 85 % of all MCMA immigrants since 1995. The Island of Montréal received over 105,000 immigrants, an average of 21,000 per year. A traditional host zone for immigration and institutions founded by ethnic groups, the Island of Montréal requires special interventions, particularly in public services and linguistic integration.

In contrast, the northern suburbs only received 3,600 migrants from outside Québec, including 1,605 from international immigration, or barely 320 persons per year between 1991 and 1996.

**2. Immigrant settlement factors**

According to a number of studies conducted in the 1990s, the district or neighbourhood of first settlement on the Island of Montréal is determined by three interdependent characteristics: life cycle, socioeconomic status and knowledge or lack of knowledge of the French language. The dimension of ethnic origin[5] therefore is not a reliable, valid or even representative basic indicator.

Moreover, the analysis of the responses collected in the 1991 census indicates that only 18 of the 736 census tracts of the MCMA have a proportion of immigrants greater than 50 % of the resident population. Seven of these tracts are located in Côte-des-Neiges, six in Parc-Extension, three in Saint-Laurent, one in Ahuntsic and the last in the current district of Ville-Marie. However, it is important to consider that the Côte-des-Neiges neighbourhood is recognized as a universal first settlement location, a place that newcomers leave two or three years after their arrival in Québec.

[5] Ethnic origin refers to the sense of belonging that individuals have to an ancestral national culture.

G) Disadvantage[6]

INRS-Urbanisation has established a map of disadvantage by sector in the MCMA based on four indicators: one-parent families, low-income households, unemployment rate and schooling. Some Montréal neighbourhoods (Southwest, Centre-Sud, Hochelaga-Maisonneuve) are particularly affected. Poverty is widespread in Ville de Montréal, including Côte-des-Neiges and Cartierville, among other neighbourhoods. It is particularly spreading into the eastern part of the Island and parts of Lachine in the southwest. Off-island, Saint-Jérôme, Sainte-Thérèse, Beauharnois, certain sectors of Laval and several sectors of Longueuil also show disadvantage profiles.

While disadvantage is gradually spreading to the older suburbs, it tends, there as in Montréal, to be concentrated in very specific zones or neighbourhoods. The trends give reason to anticipate an accentuation of socioeconomic polarization between the centre of the Island of Montréal, the rest of the Island and the outlying suburbs. This will have an impact on the supply of public services, especially with regard to schools and health services.

[6] The purpose of measuring disadvantage is to better delineate the structural causes of poverty. The Conseil scolaire de l'île de Montréal has developed an index to measure the spatial distribution of poverty on the Island of Montréal. Thus, for a given sector, four indicators are used: rate of low-income households, percentage of one-parent families headed by a woman, percentage of mothers with little schooling, percentage of male family heads inactive on the job market for at least 18 months. The index uses a scale of 0 to 100, proportion to disadvantage, with 0 meaning that there is no disadvantage in the sector and 100 meaning that the subject sector's population is completely deprived. Thus, for example, Westmount has an index of 3.63 while the Centre-Sud neighbourhood has an index of 89.86.

## *DEMOGRAPHIC PROJECTIONS*

### A) Population and households

As in Québec as a whole, the MCMA will experience a slowdown in its total population growth over the next few years, falling from 19 % for the period from 1981 to 2001 to 9 % for the period from 2001 to 2021.

According to the ISQ's Reference Scenario A, between 2001 and 2021, the greatest proportion of population growth will be found on the Island of Montréal, or 36.3 % (Table 6 and Graph 3), compared to 10 % between 1981 and 2001. The Island of Montréal will also receive the highest household growth share, with 37 % (Table 6 and Graph 4); the growth share for the Island was 31 % between 1981 and 2001.

In proportion, the northern suburbs nonetheless should continue to have the region's strongest demographic growth, both in terms of population (18.8 %) and households (36.1 %) between 2001 and 2021 (Table 6).

Between 2001 and 2021, the growth in the number of households (19 %) will be more than double the population growth (9 %) throughout the MCMA (Table 6). This phenomenon is mainly attributable to the household fragmentation rate, which will remain high. Indeed, the proportion of childless families and persons living alone should continue to grow over the next twenty years, which explains why the increase in households is proportionately greater than the increase in population. Thus, between 2001 and 2021, the number of persons per household will decline from 2.41 to 2.21 for the MCMA as a whole.

Moreover, during the 2001-2021 period, the annual new household formation rate will be less than 1 %, meaning that about 13,750 households per year should be added in the MCMA.

Applied within the limits of the CMM, the demographic projections illustrate trends comparable to those prevailing for the MCMA's territory. Accounting for the boundaries of the Communauté métropolitaine de Montréal and the data available in June 2001, the CMM's population is estimated at 3,419,000 inhabitants and the number of households at 1,419,000. The new South Shore city has nearly 384,000 inhabitants and 155,000 households.

In 2021, the demographic projections for the CMM should be similar to those of the MCMA. The Community's population should then be 3,715,000 people, for a growth rate of 9 %, and the number of households should increase to 1,682,000, for a growth rate of about 19 %. In 2021, the population of the new South Shore city will grow by 5 % to nearly 402,000 inhabitants and the number of households will increase by 17 %, or 181,000[7].

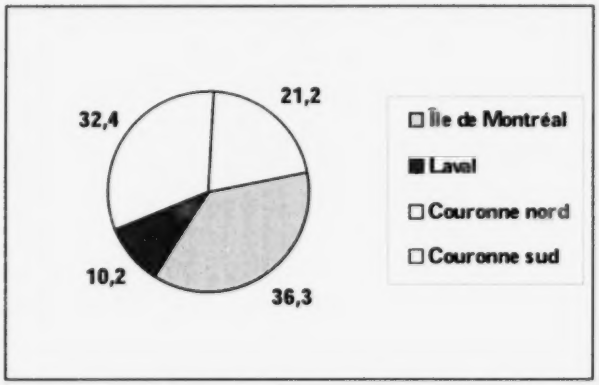
[7] Estimates by the MAMM.

**Table 6 : Growth of population and households, MCMA, 2001-2021**

| | Population | | | | |
|---|---|---|---|---|---|
| | **2001** | **2021** | **Difference 2001-2021** | **Growth 2001-2021** | **Share of growth 2001-2021** |
| Southern suburbs | 778,509 | 845,293 | 66,784 | 8.6 % | 21.2 % |
| Island of Montréal | 1,817,180 | 1,931,562 | 114,382 | 6.3 % | 36.3 % |
| Laval | 352,241 | 384,409 | 32,168 | 9.1 % | 10.2 % |
| Northern suburbs | 542,035 | 644,095 | 102,060 | 18.8 % | 32.4 % |
| **MCMA** | **3,489,965** | **3,805,359** | **315,394** | **9.0 %** | **100.0 %** |
| | **Households** | | | | |
| | **2001** | **2021** | **Difference 2001-2021** | **Growth 2001-2021** | **Share of growth 2001-2021** |
| Southern suburbs | 301,124 | 372,785 | 71,661 | 23.8 % | 26.0 % |
| Island of Montréal | 808,900 | 910,336 | 101,436 | 12.5 % | 36.9 % |
| Laval | 137,359 | 166,861 | 29,502 | 21.5 % | 10.7 % |
| Northern suburbs | 201,225 | 273,819 | 72,594 | 36.1 % | 26.4 % |
| **MCMA** | **1,448,608** | **1,723,801** | **275,193** | **19.0 %** | **100.0 %** |

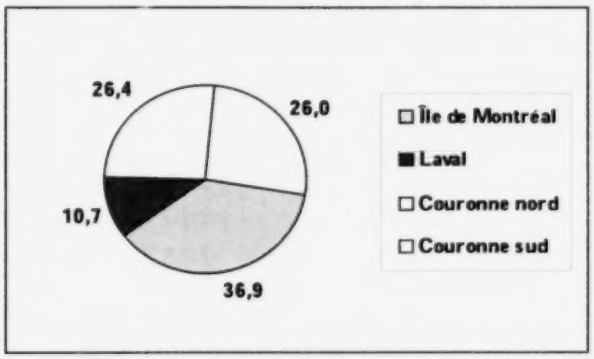
Source: Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

**Graph 3 : Distribution of population growth, MCMA, 2001-2021**




Source : Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

**Graph 4 : Distribution of household growth, MCMA, 2001-2021**




Source: Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

B) Population aging

**1. Young people between the ages of 0 and 24**

In both absolute and relative terms, the MCMA will see a gradual decline of its population between the ages of 0 and 24, for an 8 % loss between 2001 and 2021 (Table 7). The number of people in this age category will fall by 80,000 over the next twenty years. The decline will be less acute on the Island of Montréal (-2 %) and in the northern suburbs (-8 %), but it will be greater in the southern suburbs (-17 %) and in Laval (-13 %). Only the Island of Montréal will see an absolute growth in its 10 to 24 population, for 11,000 more people than in 2001.

The declining proportion of the "young" population in the MCMA will have repercussions on facilities and public services, particularly on education, due to a future decrease in clientele.

**Table 7 : Population projection under age 24, MCMA, 2001-2021**

| | Population | | | | | | Growth | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2001 | | | 2021 | | | 2001-2021 | | | 2001-2021 | | |
| | Ages 0-9 | Ages 10-24 | Total | Ages 0-9 | Ages 10-24 | Total | Ages 0-9 | Ages 10-24 | Total | Ages 0-9 | Ages 10-24 | Total |
| | (' 000) | | | | | | (' 000) | | | (%) | | |
| Northern suburbs | 75 | 116 | **191** | 72 | 104 | **176** | -3 | -12 | **-15** | -4 | -10 | **-8** |
| Laval | 41 | 67 | **108** | 36 | 58 | **94** | -5 | -9 | **-14** | -12 | -13 | **-13** |
| Island of Montréal | 204 | 308 | **512** | 184 | 319 | **503** | -20 | 11 | **-9** | -10 | 4 | **-2** |
| Southern suburbs | 96 | 158 | **254** | 82 | 130 | **212** | -14 | -28 | **-42** | -15 | -18 | **-17** |
| **Total MCMA** | **416** | **649** | **1065** | **374** | **611** | **985** | **-42** | **-38** | **-80** | **-10** | **-6** | **-8** |

Source: Institut de la statistique du Québec, Refecence Scenario A, 2000 edition.

## 2. People age 65 and over

According to the ISQ's recent demographic forecasts[8], in 2021, the MCMA's population age 65 and over will increase by about 302,000 people, for a 68 % growth rate over 2001 (Table 8). The population between the ages of 65 and 79 will increase by 66 % throughout the MCMA, while the population age 80 and over will grow by 77 %. Regardless of the part of the territory considered, the category of persons age 80 and over will increase in greater proportions than the 65 to 79 age category.

Between 2001 and 2021, in terms of absolute growth, 105,000 people age 65 and over will be added on the Island of Montréal, and a similar quantity of 105,000 people will expand the 65 and over age group in the northern suburbs, including Laval. In the southern suburbs, the 65 and over category will increase by 92,000 people.

In relative growth terms, Table 8 shows that the increase in the senior population will mainly be felt in the northern and southern suburbs. In the northern suburbs and Laval, the increases in people age 65 and over will be 160 % and 174 %, while the relative growth will be 120 % in the southern suburbs. Conversely, on the Island of Montréal, the number of people age 65 and over, although also growing, will increase at a lower rate of only 38 %. This trend will have the effect of restoring a certain balance in the proportion of seniors throughout the territory. In other words, the aging phenomenon will extend throughout the MCMA and not only to the central part. In all, 62.6 % of the MCMA's entire population age 65 and over lives can be found on the Island of Montréal in 2001. In 2021, this proportion will fall to 51.3 %.

In 2021, the proportion of people age 80 and over will grow significantly throughout the MCMA. Nevertheless, the greatest proportion will still be found on the Island of Montréal (105,000 of the 181,000 people age 80 and over in the MCMA, or 58 %). The absolute growth of this population will reach 79,000 more people by 2021 in the MCMA, including 34,000 more people on the Island of Montréal, which will therefore remain the main concentration area for seniors.

This growth will have a determining influence, in particular, on the needs for housing, social services and healthcare. Aging will have repercussions in all sectors of activity and everywhere in the territory. Nevertheless, these effects will be felt more in the suburbs, which up to now have done little planning for the needs of senior households. As an ISQ bulletin reminds us:

> "[...] but while the Island of Montréal has long offered services to an elder population, the Montréal perimeter has been developed by and for young households. The suburbs, soon populated by thousands of retirees, must therefore prepare for this impending regionalization of third-age and fourth-age needs.[9]"

In this context, population aging in the suburban municipalities will pose many planning challenges over the next few decades. Among the factors likely to be affected by aging in the suburban municipalities, we should mention:

- **Housing:** how to ensure that seniors can continue to live in the community where they have chosen to live for decades

[8] Institut de la statistique du Québec, *Données sociodémographiques en bref*, February 2001, volume 5, n° 2.

[9] Esther Létourneau, Institut de la statistique du Québec, *Données sociodémographiques en bref*, February 2001, volume 5, n° 2.

without having to assume the effort, alone or as a couple, of maintaining homes that are too big or too costly for their needs?

- **Health services:** while the suburbs have long made a large place for pediatrics and family clinics, how can a transition be ensured to geriatric services or specialized services that meet the needs of seniors?

- **Urban development:** should the northern and southern suburbs adopt planning modes closer to those of the central cities to enable seniors to have access to services without having to use a car?

- **Public security:** with aging, the sense of insecurity also increases. Because of their more reduced mobility and their increasing vulnerability, seniors demand more care and attention and better adapted services in terms of police security, fire prevention, ambulance services, etc. How can the suburban municipalities deal with the necessity of adapting services, which up to now have involved few financial commitments for them, to the needs of an aged population?

- **Transportation:** seniors, who are less mobile, could need adapted transport services. How will the municipalities be able to deal with this?

**Table 8 : Population projection age 65 and over, MCMA, 2001-2021**

| | Population | | | | | | Growth | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | 2001 | | | 2021 | | | 2001-2021 | | | 2001-2021 | | |
| | Ages 65-79 | Ages 80 and over | **Total** | Ages 65-79 | Ages 80 and over | **Total** | Ages 65-79 | Ages 80 and over | Total | Ages 65-79 | Ages 80 and over | **Total** |
| | (' 000) | | | | | | (' 000) | | | ( %) | | |
| Northern suburbs | 35 | 7 | **42** | 90 | 19 | **109** | 55 | 12 | **67** | 157 | 171 | **160** |
| Laval | 37 | 9 | **46** | 62 | 22 | **84** | 25 | 13 | **38** | 66 | 142 | **174** |
| Island of Montréal | 206 | 71 | **277** | 277 | 105 | **382** | 71 | 34 | **105** | 35 | 47 | **38** |
| Southern suburbs | 62 | 15 | **77** | 134 | 35 | **169** | 72 | 20 | **92** | 117 | 136 | **120** |
| **Total MCMA** | **340** | **102** | **442** | **563** | **181** | **744** | **223** | **79** | **302** | **66** | **77** | **68** |

Source: Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

## C) Immigration to the MCMA

The government immigration plan adopted for the 2001 to 2003 period provides for a substantial increase in the admission of newcomers to Québec. Thus, in all, between 113,100 and 124,600 new immigrants are expected over the next three years. The admission objective for 2003 is even set at 45,000 people. Regardless of the exact number of newcomers, the Ministère des Relations avec les citoyens et de l'Immigration wants 25 % of this population to settle outside the metropolitan region.

In addition, planning of immigration levels and categories (family, independents and refugees) also includes an increase in the proportion of foreign nationals who know French upon their arrival in Québec. The recruiting objectives for this group have been set for 2001, 2002 and 2003 respectively at 15,000, 18,000 and 20,000 immigrants. The general objective is that, among the new immigrants, the proportion of those who know French upon their arrival will represent 50 % of the total movement.

In this context, and in the light of the reorganization of immigrant integration services, the MRCI intends to pursue the consolidation of the four integration centres established on the Island of Montréal (north, south, east and west).

### *PROJECTED GROWTH IN THE NEIGHBOURING RCMS OF THE MCMA*

The phenomenon of urban expansion, caused by the dispersion of the population, is not only visible in the northern and southern suburbs around the Island of Montréal. In fact, in terms of urbanization, outside the official limits of the MCMA, demographic growth will be observed in the RCMs ringing the territory. The growth in certain regional urban areas could be attributed to the drawing power of resort centres.

Thus, between 2001 and 2021, growth in the parts of the administrative regions outside the MCMA will reach 10 % in Lanaudière, 15 % in the Laurentians (Laurentides) and 2 % in Montérégie, according to the demographic growth projections established by the Institut de la statistique du Québec.

The RCMs outside the MCMA will grow moderately. Between 2001 and 2021, the population will grow by 6 % (35,433 more people) while households will grow by 18 % over the same period, for 44,047 additional households (Table 9).

The RCMs located north of the MCMA will experience the strongest growth. Their projected growth will be 14 % for population and 24 % for households. The growth will probably be more significant in the RCMs located in the axis of Autoroute 15. This is mainly the case for MRC de la Rivière-du-Nord which will see its population increase by 8,369 people, a growth rate of 34 %, and more than 4,200 households, up 45 %. MRC des Pays-d'en-Haut, located further north, will see its population grow by 16 % and households grow by 25 %.

The RCMs located south of the MCMA will see slight population growth, or 1.7 %. The increase in the number of households will be more significant, nearly 15 %. The low population growth is explained, among other factors, by a population decline in certain RCMs, including Le Bas-Richelieu, Les Maskoutains, Les Jardins-de-Napierville, Rouville and Beauharnois-Salaberry. The highest growth will be found in MRC de Vaudreuil-Soulanges that will see its population grow by 21 % and households increase by 38 %.

**Table 9 : Growth of population and households, neighbouring RCMs of the MCMA, 2001-2021**

| NORTHERN SUBURBS | | 2001 | 2021 | Variation 2001-2021 | Growth 2001-2021 |
|---|---|---|---|---|---|
| Les Pays-d'en-Haut | Population | 32,184 | 37,403 | 5,219 | 16.2 % |
| | Households | 15,122 | 18,913 | 3,791 | 25.1 % |
| Joliette | Population | 55,028 | 57,103 | 2,075 | 3.8 % |
| | Households | 22,907 | 26,769 | 3,862 | 16.9 % |
| Montcalm | Population | 40,032 | 46,625 | 6,593 | 16.5 % |
| | Households | 19,237 | 23,151 | 3,914 | 20.3 % |
| Argenteuil * | Population | 27,945 | 31,573 | 3,628 | 13.0 % |
| | Households | 11,870 | 14,810 | 2,940 | 24.8 % |
| Rivière-du-Nord * | Population | 24,759 | 33,128 | 8,369 | 33.8 % |
| | Households | 9,484 | 13,745 | 4,261 | 44.9 % |
| D'Autray * | Population | 26,980 | 29,970 | 2,990 | 11.1 % |
| | Households | 11,020 | 13,450 | 2,430 | 22.1 % |
| *Total northern suburbs* | *Population* | *206,928* | *235,802* | *28,874* | *14.0 %* |
| | *Households* | *89,640* | *110,838* | *21,198* | *23.6 %* |
| **SOUTHERN SUBURBS** | | **2001** | **2021** | **Variation 2001-2021** | **Growth 2001-2021** |
| Le Bas-Richelieu | Population | 50,773 | 42,399 | -8,374 | -16.5 % |
| | Households | 21,644 | 20,771 | -873 | -4.0 % |
| Le Haut-Richelieu | Population | 102,670 | 113,145 | 10,475 | 10.2 % |
| | Households | 41,869 | 52,740 | 10,871 | 26.0 % |
| Les Maskoutains | Population | 79,559 | 77,929 | -1,630 | -2.0 % |
| | Households | 32,597 | 35,833 | 3,236 | 9.9 % |
| Rouville* | Population | 21,677 | 21,022 | -655 | -3.0 % |
| | Households | 8,402 | 9,575 | 1,173 | 14.0 % |
| La Vallée-du-Richelieu* | Population | 12,419 | 13,182 | 763 | 6.1 % |
| | Households | 4,640 | 5,597 | 957 | 20.6 % |
| Lajemmerais* | Population | 12,733 | 14,157 | 1,424 | 11.2 % |
| | Households | 6,434 | 8,220 | 1,786 | 27.8 % |
| Les Jardins-de-Napierville | Population | 23,141 | 22,468 | -673 | -2.9 % |
| | Households | 8,855 | 9,894 | 1,039 | 11.7 % |
| Vaudreuil-Soulanges * | Population | 28,240 | 34,050 | 5,810 | 20.6 % |
| | Households | 10,700 | 14,730 | 4,030 | 37.7 % |
| Beauharnois-Salaberry * | Population | 48,386 | 47,805 | -581 | -1.2 % |
| | Households | 20,341 | 20,971 | 630 | 3.1 % |
| *Total southern suburbs* | *Population* | *379,598* | *386,157* | *6,559* | *1.7 %* |
| | *Households* | *155,482* | *178,331* | *22,849* | *14.7 %* |
| **TOTAL NORTH AND SOUTH** | **POPULATION** | **586,526** | **621,959** | **35,433** | **6.0 %** |
| | **HOUSEHOLDS** | **245,122** | **289,169** | **44,047** | **18.0 %** |

Source : Institut de la statistique du Québec, Reference Scenario A, 2000 edition.

* MAMM estimate for the part of the RCM located outside the MCMA.

## The phenomenon of urban expansion

Urban expansion undeniably is the structural trend that has most shaped the physical, demographic, economic, environmental and even political reality of the metropolitan region in the past forty years. The urban expansion process can be summarized in six stages:

- Looking for lower real estate costs and tax levels offered on the urban periphery, a first generation of households, mostly first-time homeowners, leaves the central city and opts for this type of residential location.
- As the critical mass of households required to ensure the viability of each type of business is reached, these businesses are established.
- When the pool of workers available on site becomes large enough, manufacturing and service companies, which also want to benefit from lower real estate costs and taxes, begin to set up business in turn.
- When a certain population size is reached, large-scale commercial investments are made and a greater number of businesses relocate to the sector. Once this happens, the presence of commercial infrastructures with regional scope and significant poles of employment become the main engines for continued residential expansion.
- The urbanization process of these spaces on the periphery of the central city ends by producing relatively "complete" urban environments which have a varied residential offering and a variety of commercial establishments and places of employment.
- At maturity, the urban space produced by a first phase of the expansion process can no longer offer real estate costs and tax levels as low as those offered by its own periphery. This is why it spills over in turn into a second phase of expansion which pushes the limits of the urban region significantly farther.

Each dominant transportation technology has fuelled its own form of urban expansion. However, it was only with the development of roads and mass marketing of automobiles that urban space literally exploded. Reciprocally, the urban spaces produced by the contemporary version of urban expansion are specially designed for automobiles.

### *THE ECONOMY AND EMPLOYMENT*

In the first quarter of 2001, Greater Montréal had 1.7 million jobs and included nearly 49.2 % of Québec's active population. Its Québec-wide economic weight far exceeds its simple demographic weight. Thus, in 1999, the MCMA represented:

- 52 % of manufacturing shipments from all of Québec;
- 70 % of high technology manufacturing establishments;
- 70 % of exports out of Québec;
- 90 % of total research and development expenditures for all of Québec.

Moreover, the MCMA's economic performance is honourable. It ranks 8th among the top 25 North American metropolitan regions in terms of job creation.

Montréal's role in terms of quality of life made it a highly competitive urban region at the international level in 2000. According to a study by the William H. Mercer Company of New York on the position of 215 cities around the world, Montréal ranked 19th for its quality of life index (index of 103), higher than New York which had an index of 100, the survey's benchmark value. According to the Mercer survey, Montréal's quality of life compares to that of cities such as Luxembourg, Tokyo or Toronto.

In addition to its quality of life, Montréal has a cost of living among the lowest in the world's great metropolises. According to the data of another Mercer survey on the cost of living in 132 world cities, Montréal ranked 120th with an index of 59[10]. Among Canada's major cities, only Calgary posted a lower cost of living index than Montréal, or 56. The MCMA therefore offers one of the best cost-benefit ratios on the planet, which positions it advantageously in terms of international economic competitiveness to attract companies and investment.

#### A) The primary sector

The primary sector of the Greater Montréal economy is limited to agricultural production. Since the Montréal region is highly urbanized, its economy obviously does not include mining or forestry.

In 1996, the MCMA counted a total of 2,510 agricultural enterprises employing 10,584 people. Income from metropolitan agri-food production accounted for 7 % of all Québec income related to agriculture. The Greater Montréal share of the agricultural GDP is 16 %.

#### B) The secondary sector

The metropolitan region's secondary sector is mainly divided between traditional manufacturing production and high technology activity.

Montréal ranks first among major Canadian regions in terms of manufacturing jobs with 17.9 %.

Moreover, the metropolitan region is increasingly oriented to the high tech sectors. Greater Montréal concentrates 65.8 % of all Québec jobs related to knowledge-based companies. A recent study of the performance of 15 of the biggest

[10] New York's index of 100 is still the benchmark in this instance. An index below 100 means that it costs less to live in the city in question than in New York.

North American metropolises even reveals that Montréal ranks 4th in the high tech sectors for the number of jobs per capita[11]. The information technology sector alone had a 15 % job growth rate in 1999-2000.

According to the survey reported by Technovision Montréal, Greater Montréal occupies an important place in North America, particularly in:

- aerospace (40,000 jobs), 5th of 15;
- the information technology sector (117,000 jobs), 9th of 15;
- biopharmaceuticals (14,000 jobs), 8th of 15.

### C) The tertiary sector

In 1997, the metropolitan region accounted for 48.5 % of Québec's tertiary businesses. These businesses are mainly found in four fields:

- retailing (19.8 %);
- business services (18.1 %);
- wholesaling (11.0 %);
- accommodations and restaurants (8.3%).

The INRS-Urbanisation study by Coffey and Polèse[12] also specifies that, in terms of employment structure, the Montréal region is in the top ranks of North American metropolises for education, consumer services, transportation, communications and public utilities.

Conversely, the Montréal region ranks last in the dynamic tertiary sector: financial services, insurance and real estate, and business services.

[11] Technovision Montréal bulletin, *Leadership Montréal*, November 2000.

[12] See Coffey, W. and M. Polese (1999).

### D) International economic poles

Economic poles are a key factor in a region's production and activity structure. The concentration of jobs and companies combined with the services found there contribute to the development of synergy between the companies and organizations present, as well as favouring public and private investment. By their distribution in the territory and their characteristic function, the poles are a structuring element for a metropolitan region's land use planning and development. In an age of globalization and open markets, the MCMA's competitiveness with other major city-regions in the world depends on the affirmation of poles which, in its territory, offer the highest potential international drawing power.

The MCMA has 6 international metropolitan economic poles in its territory (Map 2)[13]. These are:

- Downtown Montréal: 296,720 jobs;
- Saint-Laurent / Dorval: 142,487 jobs;
- Anjou / Mercier: 58,814 jobs;
- Laval city centre: 50,047 jobs;
- Longueuil Nord / Boucherville: 28,159 jobs;
- The Mirabel International Trade Zone: 10,780 jobs.

These poles were determined on the basis of their concentration of jobs and their growth potential[14]. Five criteria particularly allow

[13] The MAMM inventory made it possible to identify 12 metropolitan economic poles within the MCMA's territory. The Planning Framework gives priority to the 6 international poles because of the choice it has made to promote the metropolitan region's influence on the international scene. It will be up to the CMM to identify and rank the economic poles in its territory more completely.

[14] An economic pole is a place: where high value-added businesses and production activities are concentrated (relative concentration compared to the MCMA as a whole); which generates a phenomenon of attraction for other activities and functions and for the population; which involves trips to and

the poles to be referenced in terms of their international character:

- growth potential for international activities;
- recognition as a pole in certain sector policies of the Government;
- availability of space for development;
- economic impact of the pole on its immediate periphery;
- the number of jobs found there or that have been created there.

Regarding job growth in the metropolitan poles, it should be noted that the Anjou / Mercier corridor and Laval city centre showed the most substantial growth between 1996 and 1999. The Mirabel International Trade Zone pole, according to the analyses produced, offers excellent potential for development of international activities. Indeed, despite a 5 % decline in jobs between 1996 and 1999, this pole meets the established selection criteria. The loss of jobs at Mirabel between 1996 and 1999 is attributable to the transfer of international flights to Dorval. However, since January 2000, 2,400 jobs have been created at Mirabel and by 2002, creation of 6,000 additional jobs has been announced, including 4,000 at the Bombardier plant. We should remember that the Mirabel International Trade Zone was established by the Government following the adoption in 1998 of a job-creating economic development strategy and thereby benefits from financial support for its development.

In the metropolitan territory as a whole, between 1981 and 1996, the northern and southern suburbs showed the most remarkable total job growth. There was a 55 % increase in employment in the northern suburbs and nearly 53 % in the southern suburbs. Even in terms of the share of growth, the northern and southern suburbs, taken together, accounted for nearly half the total metropolitan job growth between 1981 and 1996, or 49.7 %.

### *TRANSPORT OF GOODS*

#### A) Québec in a time of free trade

According to the *Plan de gestion des déplacements*, the trip management plan of the Ministère des Transports, the value of exports of Québec goods totalled $87.4 billion in 1998, or 45 % of its gross domestic product.

The global economic climate has gone through many upheavals in the past ten years. The changes in the economy have resulted in much freer trade with the opening of borders. For Québec, this situation has increased trade with the United States. Thus, between 1990 and 1996, the value of Québec exports to the United States more than doubled, from $19.4 billion to $39.7 billion. During the same period, the Québec trade surplus with the United States grew from $4.8 billion to $17.4 billion. In a parallel phenomenon, the value of exports to other Canadian provinces declined slightly by $0.8 billion between 1990 and 1996, from $22.6 billion to $21.8 billion.

This increase in trade with the American market clearly had the consequence of increasing the number of jobs related to the export sector by 50,000 throughout Québec between 1990 and 1997. In 1997, 800,000 jobs were directly related to exports in Québec and it is estimated that 560,000 of these jobs pertained to the trade in goods.

from the rest of the territory for work or commercial exchanges; where processes occur for creation and spreading of innovations; where certain types of facilities exist; where a large volume of private and public investments can be measured.

## B) The Montréal region: crossroads of transportation networks

In this context of open markets, especially the American market, the Montréal metropolitan region has a major geographic advan-tage. Located in southern Québec and linked to the rest of North America by most transportation networks (highway, railway, marine and air), the MCMA enjoys a privileged position which makes it a freight hub in Québec.

In terms of highway infrastructures, the metropolitan region can count on nine highway axes to connect it to the outside world. This is a major factor, given that two thirds of the trade between Québec and the United States is by truck. In fact, **over 70 % of truck trips from neighbouring jurisdictions (mainly Ontario and the United States) enter Québec by Autoroutes 20, 15 or 40 or by the A-35 / Route 133 axis.** The value of goods transported on these highways was around $30 billion in 1995, solely for trade with the United States. **The region also benefits from the presence of Autoroute 10 which connects with Autoroute 55, the other major axis in terms of market value after Autoroute 20,** on which the value of trade with the United States totalled $4.5 billion.

This transportation activity has an impact on the region's international highway system. The axes of Autoroutes 40 and 20 (between Dorval and the Turcot Interchange) and Autoroutes 13 and 15 and the A-20 / A-25 junction are the most heavily used by trucks. More than 7,000 daily truck trips are counted on each of these axes between 6 a.m. and 7 p.m. in both directions.

Regarding rail transport, the MTQ notes that all continental railway lines crossing Québec converge on the Island of Montréal, where the marshalling yards and container handling terminals are located. In 1997, the Québec railway network carried over 23 million tonnes of goods, including 55 % to the United States. The value of goods exported to the United States was $8.6 billion in 1997, while imports totalled $3.2 billion.

The Port of Montréal is another avenue for the transport of goods. It annually receives one million containers. In 1999, the Port handled nearly 21 million tonnes of cargo, including 45 % containerized goods, making it one of the leading ports in North America. In this regard, the Port handles more containerized goods than any other port on the east coast of the United States. The presence of other transportation systems (rail and road) largely explains the Port of Montréal's competitive advantage.

Finally, the presence of two international airports contributes to the metropolitan region's influence in terms of transport of goods. Indeed, most Québec air freight is handled at Montréal's airports. Here again, trade with the United States remains important: 20 % of the goods handled at Dorval and Mirabel go to or come from American territory, for a total value of $9.6 billion in 1998.

### *TRANSPORTING PEOPLE AND TRIPS*

The questions of land use planning and transport are closely related. The dense multifunctional built environments typical of the most central and oldest parts of the metropolitan region are conducive to the establishment of attractive and efficient mass transit services. This explains why practically all heavy mass transit infrastructures have been concentrated in this part of the territory. Conversely, the automobile is the almost mandatory mode of

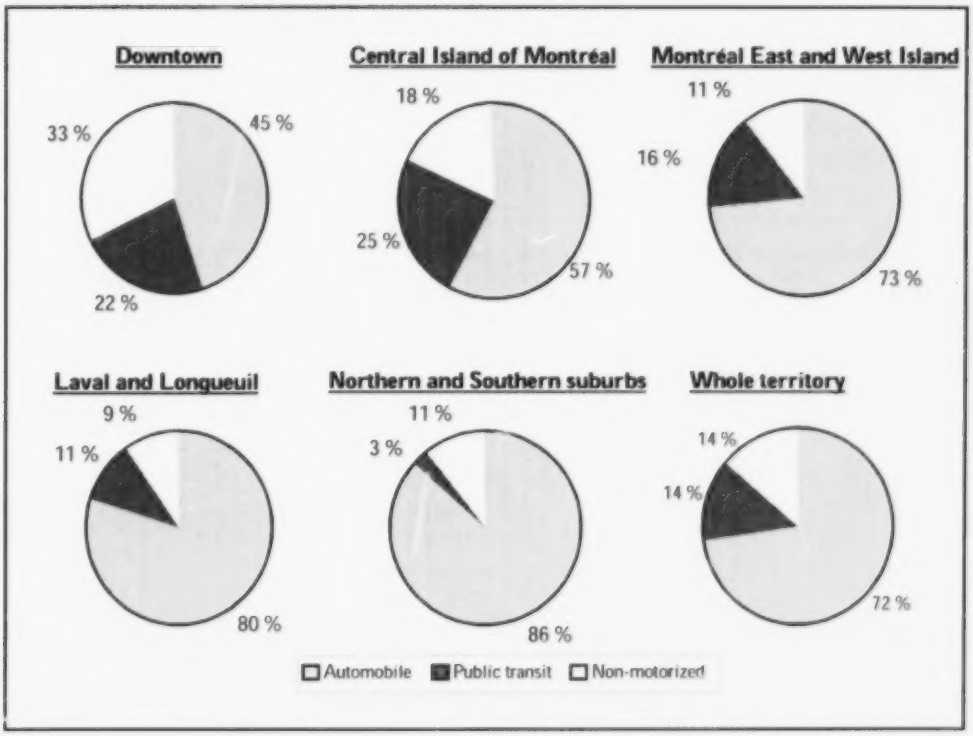
transport for residential suburbs, most often low density, which are encountered everywhere else in the metropolitan region.

A) Modal distribution of trips

The analysis of the modal distribution of trips in the metropolitan region shows a very clear centre-periphery gradient (Graph 5). Indeed, the proportion of residents' automobile trips increases from 45 % downtown to 86 % in the northern and southern suburbs. Conversely, the proportion of mass transit trips falls from 25 % in the centre of the Island of Montréal to barely 3 % in the northern and southern suburbs.

Dense multifunctional environments are not only conducive to mass transit but to other means of travel, walking and bicycling. The approximately 485,000 residents of the most central and oldest neighbourhoods of the Island of Montréal – downtown, Plateau Mont-Royal, Centre-Sud and Hochelaga-Maisonneuve, Villeray, Saint-Henri and Pointe-Saint-Charles, Verdun, Outremont – make between 20 % and 33 % of their trips by non-motorized modes.

**Graph 5 : Modal distribution of trips, MCMA 1998**




Source: Mobilité des personnes dans la région de Montréal, Enquête origine-destination 1998 (trips in 24 hours, all reasons, without return. School transport and taxis excluded).
Processing: AMT, 2001.

**Table 10 : Expected modal distribution, according to the distance between places of residence and Métro stations**

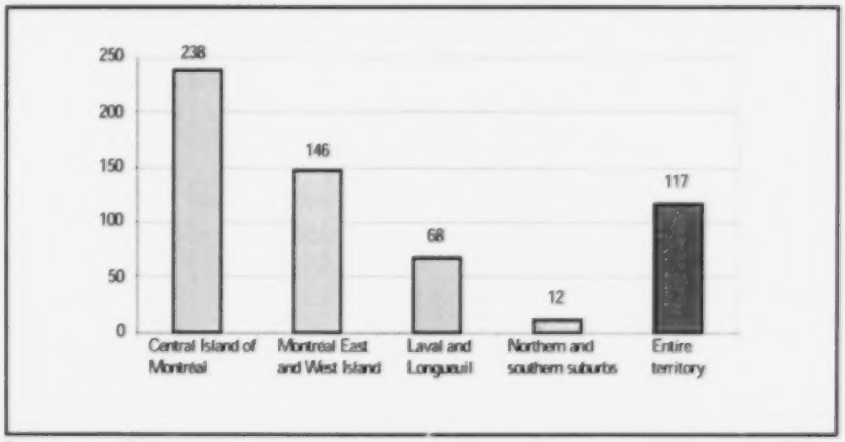
| | Automobile | Mass transit | Walking and bicycle |
|---|---|---|---|
| Zero distance (direct access to Métro) | 25 % | 50 % | 25 % |
| Up to 200 metres from a station | 35 % | 35 % | 30 % |
| Between 200 and 600 metres from a station | 55 % | 25 % | 20 % |
| Necessity to take the bus | 80 % | 10 % | 10 % |
| Long bus trip | 90 % | 2 % | 8 % |

Source: R. Bergeron, *Impacts prévisibles de la densification de la périphérie du métro sur la fréquentation du transport collectif*, for the Ministère de la Métropole, April 1998.
Processing from MADITUC data, 1993, based on trip generators and a special order to the STCUM.

On the average, the inhabitants of the metropolitan region each make 117 mass transit trips per year (Graph 6). However, the annual number of these trips is 20 times greater in the old central sectors than in the northern and southern suburbs, or 238 to 12. This shows the virtual impossibility of compensating for an eventual decline in mass transit use in the centre by growth in the northern and southern suburbs. For each 10 % loss in the centre (23.8 trips less), it would be necessary to obtain a 200 % growth in the northern and southern suburbs (24 more trips).

Table 10 shows the importance of accessibility of a heavy mass transit mode, in this instance the Métro, in the modal trip distribution. When it is possible to access the Métro directly from a residential building, mass transit accounts for 50 % of trips and walking for 25 %, leaving 25 % to the automobile. At the other extreme, in sectors remote from heavy mass transit infrastructures, the automobile's modal share reaches 90 %, compared to 2 % for mass transit and 8 % for non-motorized modes.

**Graph 6 : Annual number of mass transit trips per inhabitant, MCMA, 1998**




Source: Mobilité des personnes dans la région de Montréal, Enquête origine-destination 1998.
Processing: AMT, 2001.

B) Motorization of households

The data from the 1998 origine-destination survey reveal that 41 % of households living in the central part of the Island of Montréal do not own motor vehicles (Graph 7). On the other hand, barely 6 % of households living in the urban northern and southern suburbs are not motorized. The dominant reality in the northern and southern suburbs is clearly one of "multimotorization": 56 % of households have two or more automobiles.

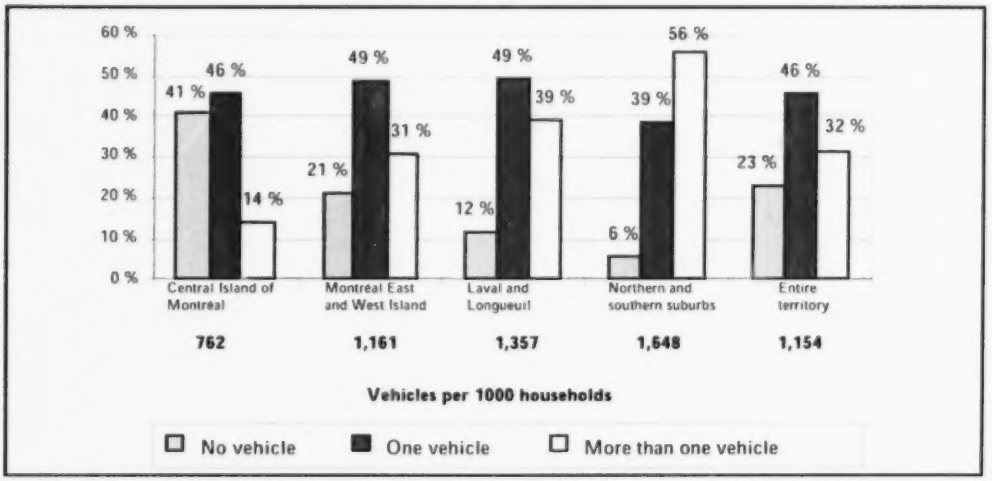
Expressed as the number of vehicles per 1,000 households, the motorization rate is more than twice as great in the northern and southern suburbs as in the centre of the Island of Montréal, or 1,648 vehicles compared to 762.

C) Service to the principal poles of employment by mass transit

Trips for work and study are mainly made in the morning and afternoon rush hours. They are particularly important from the perspective of the transit system's efficiency. On the one hand, they are responsible for congestion phenomena that result in major economic, environmental and social costs and, on the other hand, they have an impact on mass transit. Indeed, the high volume of potential clienteles, the relatively limited number of destinations and the known periodicity of trips make it possible to strengthen the rush hour supply.

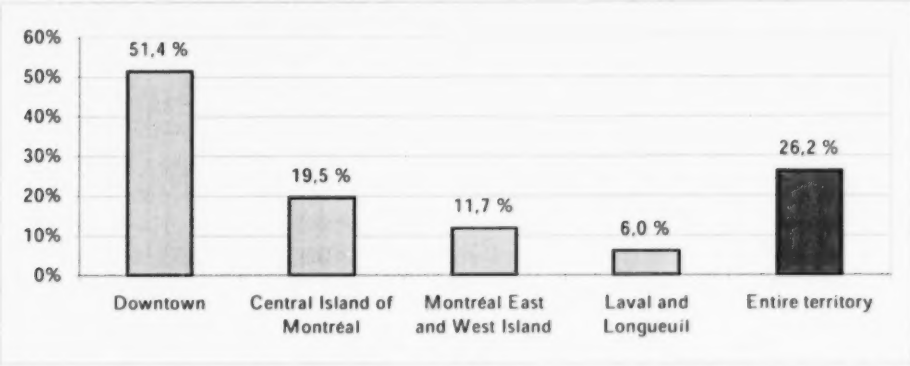
Almost the entire mass transit network of the metropolitan region radiates to downtown Montréal. Downtown offers a limited number of parking spaces (about 100,000), almost all of which charge, regardless of whether they are located on-street, on outdoor sites or underground. This is an optimal combination of factors in terms of encouraging use of mass transit. In fact, 51.4 % of people who have to go downtown in the morning rush hour opt for mass transit (Graph 8).

**Graph 7: Household motorization characteristics, MCMA, 1998**




Source: Mobilité des personnes dans la région de Montréal, Enquête origine-destination 1998.
Processing: AMT, 2001.

**Graph 8 : Modal share of mass transit heading to the principal poles of employment in the metropolitan region, morning rush hour, 1998**




Source: Mobilité des personnes dans la région de Montréal, Enquête origine-destination 1998.
Processing: AMT, 2001.

As the quality of the mass transit supply declines and as the availability of free parking spaces grows, the modal share of mass transit to a pole of employment falls. In the poles located in the centre of the Island of Montréal, apart from downtown – Saint-Laurent, Marché Central, Angus, Mercier and others – the modal share of mass transit is still around 20 %. In the more peripheral poles of the Island – Anjou, Dorval, Montréal-Est – it is less than 12 %. Finally, in Laval and Longueuil, it is barely 6 %.

### *COMPONENTS OF THE TERRITORY*

A) Land use

A partial study of the land use data reveals that about 1,514 hectares of land are urbanized in the metropolitan region (Table 11)[15]. Over 1,100 hectares are built, while 400 hectares remain vacant, but have been designated in their respective development plan. Vacant land is covered by a separate analysis in point D) of this section.

#### 1. The Island of Montréal

The Island of Montréal is almost completely urbanized. Most of the territory is occupied by residential zones. The industrial zones mainly border Autoroute Métropolitaine and Autoroute 20 in the southwestern part of the Island. It is also along the highways, particularly Autoroute 40, that vast commercial zones are located, containing metropolitan shopping centres. A diversity of uses is found in downtown area (offices, stores, factories, etc.).

It can also be noted that the Island has few large green spaces. With the exception of Mount Royal and Parc Jean-Drapeau (formerly known as Parc des Îles) in the centre, Parc du Cap-Saint-Jacques in the West Island and, to a lesser extent, Parc de la Pointe-aux-Prairies at the eastern tip of the Island, its green spaces are primarily neighbourhood parks. The East Island, because of its occupation by heavy industry,

[15] Since the land use data is incomplete, it is impossible to determine the total currently urbanized space accurately. Assuming that the urbanized territory for the missing RCMs represents the average of the other RCMs of the northern and southern suburbs, the total urbanized territory of the MCMA could be about 1,600 km². The MAPAQ data on the decreed agricultural zone even imply that the urbanized territory occupies more than 1,800 km². Thus, these are estimates which should be considered with caution.

is still less well equipped than the rest of the Island in terms of green spaces.

**2. Laval**

In Laval, a quick review of land use shows that the city is occupied by major residential zones on its northern and southern shores along the rivers that border it. The city has a large industrial zone at the junction of Autoroutes 15 and 440 and two smaller zones along Autoroute 440. The north-eastern and west central areas feature the presence of a large protected agricultural sector. The centre of Île de Laval also contains large zones of vacant land. Finally, it should be noted that, apart from the golf courses in the western part of the island and the Centre de la Nature, Laval has no major green space.

**3. The northern suburbs**

On the North Shore, most of the territory is occupied by the agricultural zone. Urban development up to now has followed the route of the two main highway axes, Autoroute 15 north-south and Autoroute 640 east-west. The North Shore has about ten industrial sectors and four commercial activity zones of substantial size. On the northern fringe, it is also important to note the presence of large wooded zones and forest cover. Finally, vacant land is mainly located in the sector between Blainville and Lachenaie

**4. The southern suburbs**

In the western part of the Montérégie – i.e. Vaudreuil-Soulanges – within the MCMA's territory, the land is mainly designated for agriculture and housing. Large parcels of land are still vacant in the municipalities of Saint-Lazare, Vaudreuil-Dorion and Île Perrot. The commercial and industrial sectors of this part of the MCMA are mainly found in Vaudreuil-Dorion.

In the eastern part of the South Shore, across from the Island of Montréal, the almost completely urbanized territory of MRC de Champlain is surrounded by agricultural sectors to the south and agricultural and forest zones in the northeast. A large industrial zone extends along Autoroute 20, while industrial and vacant spaces are deployed in the axis of Autoroute 30. The commercial zones are mainly located within the territory of MRC de Champlain.

Finally, the South Shore benefits from the presence of remarkable green spaces, both in terms of size and reputation, particularly Parc du Mont-Saint-Bruno, Parc des Îles-de-Boucherville, Parc du Mont-Saint-Hilaire and Parc du Fort-Chambly. Contrary to the situation prevailing in the northern suburbs, the wooded zones, although numerous, are mainly found at the centre of the agricultural sectors.

## B) Industrial and commercial spaces

Table 11 shows that the largest share (41 %) of built industrial spaces are found on the Island of Montréal, for an industrial land area of 59.8 km². Although the largest share of built commercial land (26.3 km², or 35 % of the built commercial land) is also concentrated on the Island, one third of the built commercial space (24.8 km², or 33 %) is concentrated on the South Shore.

Mapping of the industrial and commercial spaces shows that these spaces are mainly found in determining axes (Map 3). Linking several of the region's economic poles, these axes suggest a solid skeleton conducive to sustainable networking of the region's economic structure.

### 1. The east-west industrial axis

In the east-west axis, at the centre of the Island of Montréal, a major industrial corridor (in blue) can be found along Autoroute Métropolitaine. The axis is paralleled by an industrial strip along the Lachine Canal and the River, embracing the Port and the traditional southwestern industrial zone. This industrial axis overflows onto the South Shore, as shown by the major industrial sector found in Boucherville and in the northern part of Longueuil, on both sides of Autoroute 20. On the North Shore, the industrial axis runs along Autoroute 640.

### 2. The north-south service axis

In the north-south axis, it can be noted that a strip of stores and services runs along Autoroute 15 on the North Shore. The axis then extends into the central part of the Island of Montréal from north to south before following the major South Shore highway axes in the territory of MRC de Champlain, particularly along Routes 116 and 132.

## C) Residential density

More than half of the built territory (608 km²) of the metropolitan region is used for housing. Table 11 shows that the area occupied for residential use clearly dominates in the northern and southern suburbs, even though, conversely, the Island of Montréal holds 1.8 million people, or nearly half the metropolitan population. This situation is attributable to substantial differences in residential density in the territory (Map 4).

Thus, downtown Montréal can have over 20,000 dwellings per square kilometre, while the Island's central neighbourhoods have between 10,000 and 20,000. Conversely, the northern and southern suburbs, characterized by the presence of individual homes, show much lower residential densities (which can even be less than 1,000 dwellings per square kilometre), a sign of urban sprawl.

**Table 11 : Distribution of urbanized and vacant territory by land use, MCMA, 1997**

| | Residential | | Commercial | | Institutional | | Industrial | | Green space | | Mirabel airport zone | | *Total built* | | *Total vacant* | | Total | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | km² | % | km² | % | km² | % | km² | % | km² | % | km² | % | *km²* | *%* | *km²* | *%* | km² | % |
| Northern suburbs | 131.7 | 21.7 | 16.0 | 21.1 | 10.6 | 8.6 | 26.8 | 18.4 | 26.2 | 19.0 | 24.3 | 100.0 | *235.5* | *21.1* | *110.7* | *27.7* | 346.2 | 22.9 |
| Laval | 75.9 | 12.5 | 8.6 | 11.4 | 8.9 | 7.2 | 11.4 | 7.9 | 9.3 | 6.7 | 0.0 | 0.0 | *114.0* | *10.2* | *55.0* | *13.7* | 169.0 | 11.2 |
| Island of Montréal | 183.3 | 30.2 | 26.3 | 34.8 | 83.0 | 67.4 | 59.8 | 41.2 | 54.6 | 39.5 | 0.0 | 0.0 | *407.1* | *36.5* | *80.3* | *20.1* | 487.4 | 32.2 |
| Southern suburbs | 217.1 | 35.7 | 24.8 | 32.7 | 20.7 | 16.8 | 47.2 | 32.5 | 48.0 | 34.8 | 0.0 | 0.0 | *357.8* | *32.1* | *154.0* | *38.5* | 511.8 | 33.8 |
| **Total** | **608.0** | **100.0** | **75.7** | **100.0** | **123.2** | **100.0** | **145.2** | **100.0** | **138.1** | **100.0** | **24.3** | **100.0** | *1114.5* | *100.0* | *400.0* | *100.0* | **1514.4** | **100.0** |

Land use data are unavailable for the municipalities of the following RCMs: La Rivière-du-Nord, Argenteuil, D'Autray, Beauharnois-Salaberry and Rouville.
Source: Carte d'utilisation du sol, Fahey, Chailloux (MAPAQ collaboration), 1997.

**Table 12 : Vacant land area, MCMA, 1997**

| Land use / Sectors | Residential | | Commercial | | Institutional | | Industrial | | Green space | | TOTAL | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | km² | % | km² | % | km² | % | km² | % | km² | % | km² | % |
| **Northern suburbs** | 83.2 | 32.5 | 4.9 | 21.9 | 2.0 | 37.5 | 15.7 | 17.2 | 4.9 | 19.1 | **110.7** | **27.7** |
| **Laval** | 40.2 | 15.7 | 3.3 | 14.4 | --- | 0.0 | 11.5 | 12.6 | --- | 0.0 | **55.0** | **13.7** |
| **Island of Montréal** | 36.5 | 14.3 | 3.4 | 15.0 | 2.8 | 52.3 | 32.2 | 35.4 | 5.4 | 21.3 | **80.3** | **20.1** |
| **Southern suburbs** | 95.6 | 37.4 | 11.0 | 48.7 | 0.5 | 10.1 | 31.7 | 34.8 | 15.1 | 59.5 | **154.0** | **38.5** |
| **Total** | **255.5** | **100.0** | **22.6** | **100.0** | **5.3** | **100.0** | **91.2** | **100.0** | **25.4** | **100.0** | **400.0** | **100.0** |

Land use data are unavailable for the municipalities of the following RCMs: La Rivière-du-Nord, Argenteuil, D'Autray, Beauharnois-Salaberry and Rouville.
Source: Carte d'utilisation du sol, Fahey, Chailloux (MAPAQ collaboration), 1997.

## D) Vacant land

The MCMA has a little more than 400 square kilometres of vacant land slated for urbanization (Table 12)[16]. This area represents approximately 10 % of the entire metropolitan territory and nearly one third of the territory designated for urbanization (Map 5). Two thirds of the vacant land (264.7 km²) is located in the northern and southern suburbs. The southern suburbs offers the largest share of the vacant land, or 154 km² (38.5 %).

Three sectors include large zones of vacant land that has been made viable. A first sector is located in the Autoroute 15 corridor, in the northern suburbs; a second is being developed on the North Shore, east of Autoroute 15, in MRC des Moulins, on both sides of Autoroute 640; finally, a large zone of vacant land can be noted along Autoroute 30 on the South Shore, in the territory of MRC de Champlain and MRC de Roussillon.

### 1. Residential vacant land

Residential zoning alone accounts for approximately 64 % of the region's vacant land. In terms of residential development, available land is mainly found in the northern and southern suburbs, representing 70 % of the supply of residential land. Despite its obvious built character, the Island of Montréal offers barely less land for residential development than Laval. There is thus interesting potential with a view to future urban development choices.

[16] The land inventory was produced a number of years ago and did not consider the development restrictions. These areas should therefore be considered for information only. Taking as the reference the territory of the Communauté métropolitaine de Montréal, which differs slightly from that of the MCMA, the total number of vacant lots would remain relatively similar. Always excluding the three municipalities of MRC de Beauharnois-Salaberry, for which we do not have data, only 3 km² of vacant land should be subtracted from the approximate total of 400 km².

### 2. Commercial vacant land

Regarding commercial space, land is available in the southern suburbs, which has 48.7 % of the land designated for this purpose (11 km²). The commercial land available on the Island of Montréal is mainly concentrated downtown. In Laval, available land can be observed around the intersection of Autoroutes 15 and 440.

### 3. Industrial vacant land

In terms of industrial development, the Island of Montréal and the southern suburbs have more than 30 km² of vacant land each, or 70 % of the total supply of industrial land. On the Island of Montréal, the available land is concentrated mainly around Autoroute 40 west of Saint-Laurent and in the eastern part of the Island, in Montréal-Est and Rivière-des-Prairies.

## E) Contaminated land

In 1993, the Comité interministériel sur les sols contaminés de l'île de Montréal, under the auspices of the Ministère du Conseil exécutif, estimated that 60 % of all public and private vacant land on the Island of Montréal showed signs of contamination. These lands, earmarked for residential, commercial and industrial uses, represented an area of approximately 4,200 hectares. It is estimated that the average cost of their decontamination is $300,000 per hectare. When the northern and southern suburbs are added, it is no exaggeration to consider that the contaminated land area in the MCMA amounts to 5,000 hectares. According to MENV data, it could cost about $1.5 billion to proceed with complete decontamination of the metropolitan region.

Land contamination may be of organic (hydrocarbons), inorganic (metals) or mixed origin. For the MCMA as a whole, based on approximately 1,600 files recorded in the *Banque de données du système de gestion des terrains contaminés*[17], the contaminated land management system database of the Ministère de l'Environnement, certain trends can be observed. Thus, the south central area of the Island of Montréal, containing the old industrial zones, mainly includes lands with contamination of inorganic or mixed origin. A concentration of lands with organic contamination is found in Montréal East Island and in Varennes, in the southern suburbs, associated with the petrochemical complexes. Finally, land contaminated by organic sources associated with the presence of underground oil tanks is found throughout the MCMA's territory, but these lands do not represent a large area.

It is also appropriate to remember that contaminated soil treatment and disposal centres are located within the MCMA's territory. The disposal site of the Cintec company in LaSalle, the soil treatment centres belonging to the oil companies in Montréal East Island, the treatment site of Solution eau, air, sol inc., also located on the East Island, and the Onyx Industries Inc. site in Chambly can receive contaminated soil from all over Québec.

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[17] The number 1,600 corresponds to the number of files being processed for analysis and evaluation for the entire MCMA. According to the MENV information, 900 files concern land on the Island of Montréal. Moreover, the number of contaminated sites would be greater than the number of files processed. An exhaustive inventory of the number of sites and contaminated areas has not been constituted and the data therefore remains very partial.

We must also mention that the degree of contamination varies from one site to another. Despite the large number of "contaminated" sites, their level of contamination, which is highly variable, does not make them unfit for urbanization or unusable.

### *THE AGRICULTURAL ZONE AND ACTIVITIES*

The decreed agricultural zone covers 214,431 hectares, or 54 % of the entire territory of the metropolitan region (Table 13 and Map 5). The region's agricultural activity is carried on by approximately 10,600 people working in about 2,510 operations. Agriculture ensures $335 million in annual income and represents a capital value of over $1.2 billion. Agricultural activity has spinoffs, since it provides 30,000 jobs in the secondary sector and 100,000 jobs in the tertiary sector[18].

Without being exhaustive, the following profile locates the agricultural and agri-food activities, as well as their importance and development potential within the MCMA's territory.

#### 1. North Shore

- Numerous dairy, pork and poultry producers;
- Presence and development of production of major cash crops (especially seed corn and soybeans) throughout the territory;
- Market, orchard and ornamental gardening is continuously growing throughout the territory, especially on the periphery of the urbanized cores;
- Massive concentration of apple producers in the hills of Saint-Joseph-du-Lac and Oka;
- Major development of agri-tourist activities among apple producers, maple producers, market gardeners, berry producers, vineyards, equestrian centres, etc.

#### 2. Laval

- Major presence of greenhouse cultivation in the western part;
- Major presence of market gardening farms in the eastern part.

#### 3. Island of Montréal and Île Bizard

- Vegetable and apple production on Île Bizard.

#### 4. Montérégie

- Presence and development of production of major cash crops (particularly seed corn and soybeans) throughout the territory. Underutilized or fallow land is been reactivated for this purpose;
- Numerous dairy farms still present, mainly in the South Shore municipalities located outside the urban fabric as such;
- Almost complete absence of pork and poultry production for high income levels, despite interesting potential in some sectors;
- Several racehorse and saddle horse breeding farms and presence of many equestrian centres in the municipalities on the outlying urban fringe, particularly in the Saint-Lazare sector;
- Interesting potential for non-traditional livestock production (sheep, goats, rabbits, small and big game, etc.);
- Market gardening particularly well developed around Ville de Mercier and concentration of potato production in the municipality of Saint-Amable.

Several berry and vegetable production units are also scattered through the territory:

- Apple production is still present on the perimeter of the Montérégie hills (Mont Saint-Hilaire and, to a lesser extent,

[18] The data for the agricultural zone within the CMM's territory does not change significantly. The decreed agricultural zone represents 219,329 hectares in 2000, or 57.6 % of the CMM's territory. There were 2,551 operators in 1996 within the CMM's territory, agricultural income for the CMM's territory was $338 million and the capital value was $1.245 billion.

Mont Saint-Bruno), despite strong urban pressures;

- The vast majority of processing industries and distribution companies (wholesalers and retailers) for agricultural produce and food products are found in the municipalities of the first ring, and then in smaller numbers in the other urban cores.

**Table 13 : Decreed agricultural zone, MCMA, 1996**

| | Area of the decreed agricultural zone (in hectares) | Portion occupied by the agricultural zone in 1996 (%) | Area of the territory (in hectares) | Rate of occupancy by agricultural producers in 1996 (%) |
|---|---|---|---|---|
| Island of Montréal | 2,060 | 4.1 | 49,958 | 184.0* |
| Laval | 7,363 | 30.1 | 24,500 | 85.6 |
| Lanaudière | 36,934 | 68.5 | 53,909 | 59.8 |
| Laurentides | 71,291 | 59.0 | 120,825 | 81.9 |
| Montérégie East | 48,186 | 62.3 | 77,361 | 71.0 |
| Montérégie West | 48,597 | 67.6 | 71,838 | 66.4 |
| **MCMA** | **214,431** | **53.8** | **398,391** | **73.2** |

* This rate exceeds 100 % because the data here include leased land in addition to owned land. In the case of the Island of Montréal, agricultural producers occupy the equivalent of nearly double the decreed agricultural space of the Island of Montréal.

Source: Statistics Canada, 1996 Census and CPTAQ, *Rapport annuel 1995-1996*, Études MAPAQ.

### *NATURAL ENVIRONMENTS*

## A) Green spaces, forests and wetlands

### 1. Green spaces

The region has approximately 133 km² of public green spaces (municipal, supramunicipal, regional and provincial parks) out of nearly 3,700 km², or a little more than 3.6 % of the total space (Map 6)[19]. In terms of share of occupancy of the territory by green spaces, the Island of Montréal is the part of the MCMA which, in proportion to its area, has the greatest percentage of green space, 11 % of its total area. Green spaces occupy 3.8 % of the area of Laval, 3 % of the southern suburbs and 2 % of the northern suburbs[20].

Based on the total area of green space in the metropolitan region, the largest share of green space is found on the Island of Montréal, which has 51 km², 38 % of the total metropolitan green space area, followed by the southern suburbs, which account for 35 % of all public green spaces (47 km²). The northern suburbs represent

[19] The study territory does not include the following RCMs: La Rivière-du-Nord, D'Autray, Argenteuil, Beauharnois-Salaberry and Rouville.

[20] The green space areas and percentages were calculated from a land use map (Fahey, Chailloux (MAPAQ collaboration), 1997. These areas are therefore approximate.

19 % of the total metropolitan green space area (26 km²) while Laval accounts for 7 % (9 km²) of the green space in the metropolitan region. Table 14 presents the MCMA's principal natural and manmade green spaces for each part of the territory.

**2. Forests**

Forest cover occupies an area of 606 square kilometres throughout the MCMA[21]. The northern suburbs alone account for more than half the forest cover in the metropolitan region with 308.6 km² (51 %), followed by the southern suburbs with 272.9 km² (45 %). Despite its highly advanced urbanization, the Island of Montréal still has 3.9 km² of forest. Forest covers 22 % of all the territory of the northern suburbs, 17 % of the southern suburbs, 8.3 % of Laval and 0.8 % of the Island of Montréal.

**3. Wetlands**

The metropolitan region includes a total of 21 square kilometres of wetlands (swamps, marshes, wet grasslands, etc.). These environments represent 0.6 % of the metropolitan territory.

The southern suburbs account for 52 % of all of the MCMA's wetlands, or 11 km², mainly in the territory of MRC de Lajemmerais. The northern suburbs account for 8 km² of wetlands, representing 36 % of these environments in the metropolitan region. Wetlands are mainly found in MRC des Deux-Montagnes and MRC de L'Assomption. Finally, the Island of Montréal and Laval each have 1 km² of wetlands.

[21] As in the case of green spaces, the areas presented are approximate. These areas also do not include wooded areas on vacant land, precisely those that are the most threatened by urbanization.

## B) Metropolitan blue spaces

The metropolitan hydrographic system is composed of eight bodies of water covering 15 % of the region's territory (Map 6). In addition to playing an important cultural, recreational and touristic and socioeconomic role, these bodies of water supply the entire population with drinking water. Some basins and bodies of water in the metropolitan region are suitable for commercial and pleasure navigation. They are also characterized by a major wealth of flora and fauna, despite the artificialization of the shores and the deterioration of water quality in some locations.

The eight bodies of water are:

1. the **Saint Lawrence River:** the main waterway of the MCMA, it is open to commercial navigation and supplies domestic water to 45 % of Québec's population. A major historical and heritage attraction of the metropolitan region, the river remains a favoured place for flora and fauna to flourish, where various species can live and reproduce. The river also remains a major waterway for boating, as evidenced by the large number of marinas along its course (Map 7).

2. the approaches to the **Lachine Canal:** partially abandoned today, this space is being requalified and redeveloped, creating a major association between recreation and tourism and the industrial heritage.

3. **Lake Saint Louis:** this body of water is mainly used for pleasure boating, commercial cruises and sports fishing; despite the presence of large deposits of contaminated sediments, Lake Saint Louis contains many wildlife sanctuaries on its shores and islands.

**Table 14 : Principal natural and manmade green spaces, MCMA, 2001**

| Island of Montréal | Laval | Northern suburbs | Southern suburbs |
|---|---|---|---|
| **Eastern sector:**<br>•• Parc-du-Bois-d'Anjou<br>•• Parc-nature de la Pointe-aux-Prairies<br>•• Parc-nature de l'Île-de-la-Visitation<br>•• Parc Maisonneuve<br>•• Promenade Bellerive<br>**Central sector:**<br>•• Parc du Mont-Royal (Mount Royal Park)<br>•• Parc Lafontaine<br>•• Le Vieux-Port (the Old Port)<br>•• Parc Jean-Drapeau<br>•• Parc Jarry<br>**Western sector:**<br>•• Parc-nature du Cap-Saint-Jacques<br>•• Parc-nature de L'Anse-à-l'Orme<br>•• Parc-nature du Bois-de-Saraguay<br>•• Parc-nature du Bois-de-Liesse<br>•• Parc-nature du Bois-de-l'Île Bizard<br>•• Parc agricole du Bois-de-la-Roche<br>•• Parc Angrignon<br>•• Parc riverain de Lachine<br>•• Parc riverain de LaSalle | •• Centre de la Nature<br>•• Parc de la rivière des Mille-Îles<br>•• Boisé Papineau | •• Domaine Vert<br>•• Bois-de-Belle-Rivière<br>•• Parc régional de la Rivière-du-Nord (outside of the CMM)<br>•• Parc Paul-Sauvé (Oka)<br>•• Parc de l'Île-des-Moulins<br>•• Parc régional de l'Île-Lebel | •• Parc régional de Longueuil<br>•• Parc de Sainte-Catherine<br>•• Promenade René-Lévesque<br>•• Parc Marie-Victorin<br>•• Parc du Mont-Saint-Bruno<br>•• Parc du Mont-Saint-Hilaire<br>•• Île Saint-Bernard<br>•• Parc des Îles-de-Boucherville<br>•• Parc du Canal de Chambly |

Source: MAMM Compilation.

4. **Lake of Two Mountains:** together, Lake Saint Louis and Lake of Two Mountains contain most of the marinas in Greater Montréal. Mostly privately owned, the shores of Lake of Two Mountains hold several major recreational and tourist facilities, particularly Parc Paul-Sauvé in Oka, which allow activities such as hunting, fishing, swimming, camping, etc.

5. **Rivière des Prairies:** a mill site (for example, Site des Moulins on Île-de-la-Visitation), this river is cut in two by an impassable hydroelectric dam which also makes the downstream section barely navigable. Access to the Rivière des Prairies is limited upstream by the Cheval Blanc rapids, which impose a restriction on pleasure navigation. The dam has also resulted in changes to the ecosystem, which nonetheless offers a few zones suitable for fishing and areas for hunting wildfowl. Several regional parks located on the Island of Montréal occupy its shores.

6. **Rivière des Mille-Îles:** separating Laval from the North Shore, this river, which has historically served as a site for many mills, is characterized by its shallow depth which renders it suitable for small craft navigation and insular and riparian environments that are still in the natural state. Ecological and recreational and tourism reclamation work has been slowly undertaken for the past several years.

7. **Lac Saint-François:** located in Salaberry-de-Valleyfield, this lake is accessible from certain sections of the Seaway located in the Beauharnois Canal.

8. A project to reopen the **Soulanges Canal**, 23 kilometres long, to pleasure navigation by private and public interests is currently under study. Abandoned since 1959, the canal is the object of discussions with the aim of stimulating recreational and tourist development through the cultural and heritage dimension recalling the area's history.

To these bodies of water should be added the Richelieu River, a section of which is located in the MCMA between Carignan and Notre-Dame-de-Bonsecours in the southern part and between Beloeil and Mont-Saint-Hilaire in the northern part. This body of water is not discussed directly, given that only part of the river runs through the MCMA. A joint task force made up of the CMM, MRC de Rouville, which is partially included in the CMM's territory, and the RCMs through which the Richelieu River flows is necessary to produce a reclamation plan for the river.

## C) Protected areas

Within the context of formulating the Strategy for Protected Areas, the Government of Québec has also determined the natural land or marine areas dedicated for protection and maintenance of biological diversity and the associated natural and cultural resources. These natural spaces are legally designated and administered to ensure their effective protection and permanence[22].

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[22] The definition of protected areas corresponds to the definition of the World Union for the Conservation of Nature, namely: "a geographically defined portion of land, aquatic environment or marine environment, specially dedicated to the protection and maintenance of biological diversity and the associated natural and cultural resources; for these purposes, this geographic space must be legally designated, regulated and managed by effective legal or other means."

It will be understood that this definition excludes a large part of manmade green spaces, namely urban parks dedicated to sports and recreation and neighbourhood parks. Natural spaces without status and most wooded areas included in the agricultural zone established under the Québec *Act to preserve agricultural land* (QAPAL) are also excluded.

According to the data of the Ministère de l'Environnement[23], the CMM includes 57 protected areas covering an area of 187.8 km², which corresponds to 4.3 % of the CMM's territory. In comparison, the protected areas in all of Québec represent 2.84 % of the total area, while the world average is about 8 %. The Island of Montréal, with a total of 20 protected areas, has the biggest proportion of protected areas, or 6 % of its territory. The areas in the northern and southern suburbs account for 3.4 % of the territory of each of these rings, while in Laval, they represent less than 1 %.

Within the CMM's territory, three quarters of the protected areas consist of wildlife habitats, Québec parks and migratory bird sanctuaries. These various bodies of water and shores contain most of the protected areas in the CMM. An environment suitable for flora and fauna to flourish, the Montréal archipelago contains 42 of the 57 protected areas, representing a total area of 144.47 km². Within these areas, efforts to protect biodiversity and natural and cultural resources have mainly been directed at preservation of the Montérégiennes, particularly Mount Royal on the Island of Montréal, Mont Saint-Hilaire and Mont Saint-Bruno on the South Shore, and the conservation of regional parks such as Parc du Domaine Vert on the North Shore.

Apart from the major basins and the mountains, important natural environments, such as large wooded areas and wetlands, survive in the region. Some of these natural environments are located within the urbanization perimeters. Designated for urban purposes and thus awaiting development, these environments are gradually becoming fragmented or disappearing completely.

### *METROPOLITAN INFRASTRUCTURES AND FACILITIES*

The Montréal MCMA includes the following metropolitan facilities and infrastructures :

- A Métro system consisting of 4 lines (65 stations extending over nearly 61 kilometres of track) (Map 8);
- A system of 4 commuter train lines including 40 stations over a network of about 180 kilometres (Map 8)[24];
- A strategic transportation network (Map 9) integrating:
  - the superior road network, namely all autoroutes and certain sections of national highways[25];
  - the two international airports, Dorval and Mirabel;
  - the Port of Montréal;
  - the two railway systems, Canadian National and Canadian Pacific;
  - the Métro system, already mentioned, is included in the strategic transportation network because of its strong influence on the regional economy and the role it plays in trips to the region's major tourist facilities;
- 67 drinking water treatment facilities: 41 treatment plants and 26 wells;
- 44 sewage treatment plants;
- 28 facilities for management of residual materials: 3 sanitary landfills, 7 dry

[23] Tellier, J. and Hodder, D., *Stratégie sur les aires protégées. Groupe de travail milieu urbain et périurbain.* Supporting technical document. Summary report. (Consultation version). Ministère de l'Environnement, in collaboration with the CUM. May 2001.

[24] A fourth line (Mont-Saint-Hilaire / Montréal) came into service in spring 2000 but is not yet completed.

[25] The superior road network covers 1,118 kilometres in the MCMA.

material dumps, 18 sorting and recycling centres and transshipment stations.

In terms of facilities, the MCMA has:

- 37 higher education facilities (CEGEPs and universities) and many vocational training and adult education centres;
- 148 health and social services facilities, including twenty general and specialized hospital centres[26];
- 159 cultural facilities: 59 performance halls, 43 museums and exhibition halls and 57 libraries[27] and archival documentation centres;
- 35 recreational and tourist facilities with metropolitan influence;
- 189 classified historical monuments and heritage sites.

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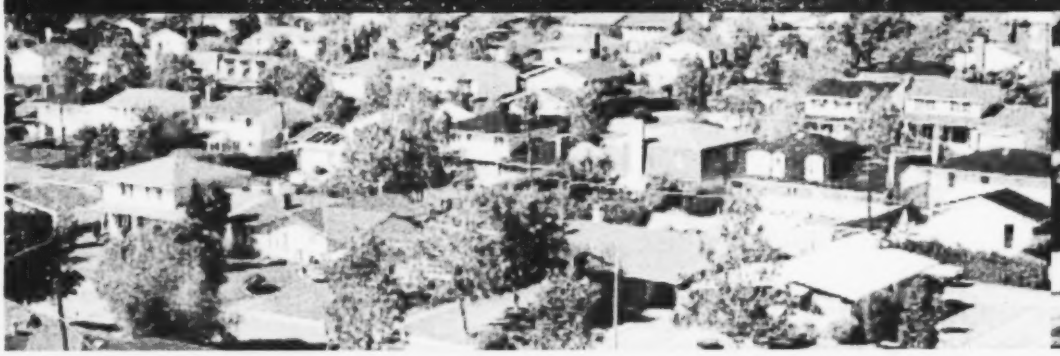
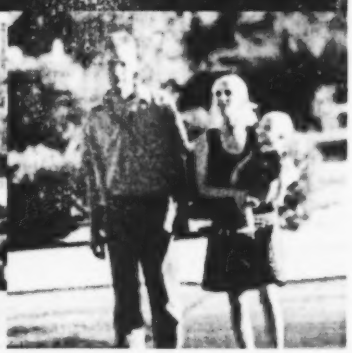
[26] In all, the metropolitan region has 55 general and specialized hospital centres. Only about twenty centres have a metropolitan or Québec-wide function.

[27] It is important to note that municipal libraries are not included in this inventory. Only libraries of metropolitan or Québec-wide scope are considered.

# PART TWO

## GENERAL PROBLEM

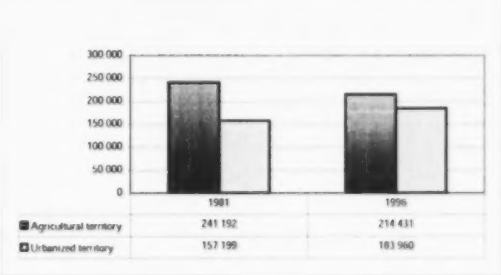




### *THE CONTEXT: AN EXPANDING METROPOLIS*

From 1975 to 2000, the urbanization of the metropolitan region progressed at a rapid pace. A 60 % increase in built space in the region can be estimated[1]. We should note that the revision of the decreed agricultural zone in 1991 has meant that the share of urban space (urbanized or usable for urban development purposes) increased from 157,199 hectares in 1981 (40 % of the MCMA's territory) to 183,960 hectares in 1996 (46 % of the entire metropolitan territory) (Graph 9)[2], excluding the portion of the territory occupied by the hydrographic system (about 15 % of the metropolitan territory).

**Graph 9 : Changes in urban and agricultural land use of the territory, MCMA, 1981-1996 (in hectares)**



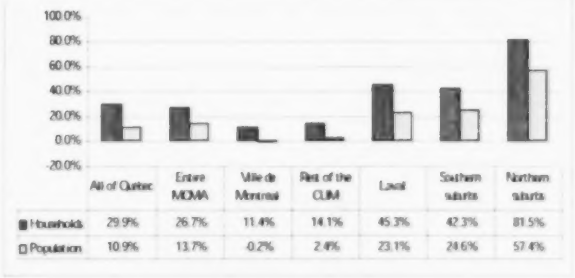

Source: MAPAQ, 2000.

This major urbanization of the region can be attributed to the MCMA's sustained demographic growth for over 20 years. Graph 10 shows that the MCMA's population grew by nearly 14 % between 1981 and 1996 and that the number of households nearly doubled. These households are smaller but more numerous, thus requiring more housing and leading to the continued urbanization of the territory.

The region's demographic growth has mainly occurred in the northern and southern suburbs and in Laval. Conversely, the central city, Montréal, remains the part of the metropolitan region that has seen the lowest growth in terms of the number of households, even registering a slight decline in its population.

**Graph 10 : Growth of population and households, MCMA, 1981-1996**

Source: Statistics Canada, 1981 and 1996 Censuses.




In short, the centre is tending to remain stable, while the periphery has expanded considerably. At a same time, a comparable situation, on a smaller scale, has occurred in terms of employment.

### *CONSOLIDATION OF A POLYCENTRIC STRUCTURE*

The Greater Montréal economy no longer follows a concentric model with a single pole of employment. On the contrary, it presumes several zones of activity in which a large number of jobs are concentrated.

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1 This figure remains approximate. According to the data collected in 1975 by the Office de planification et de développement du Québec, there was 700.65 km² of built space in the Montréal region. According to the Fahey and Chailloux analyses (with the collaboration of MAPAQ) (1997), built space amounted to 1,126 km², a 60 % increase. However, this increase does not consider the expansion of the MCMA according to Statistics Canada.

2 This percentage is obtained as a corollary to the percentage occupied by the decreed agricultural zone. The urbanized territory represents the built territory or the territory that could be built without a new application for removal of land from the decreed agricultural zone. Once again, these data must be interpreted with caution.

Since 1981, the MCMA has confirmed and consolidated six international poles dominating the metropolitan employment pool. Together, these six poles account for nearly 82 % of the jobs of all the metropolitan poles and represent nearly 34 % of the region's jobs. The global economic restructuring, focused on exports, economic specialization and international trade, has affected the MCMA's employment structure: the poles of employment which are consolidating and emerging are those that are focused on cross-border trade.

In general, between 1981 and 1996, jobs were concentrated in the metropolitan poles. They represented 39 % of all jobs in the MCMA in 1981, while in 1996, their relative share of metropolitan employment had risen to 40.6 %[3]. The position of the metropolitan poles of employment was further strengthened during the 1996-1999 period (Table 15).

This consolidation of employment is also confirmed in the case of the six economic poles where the international activities are concentrated. They gained 92,115 jobs between 1981 and 1996, or 39.1 % of the job growth observed for all poles. Between 1996 and 1999, the six international poles again achieved substantial growth of 20 %, an even higher rate than the other metropolitan poles which grew their employment by 12 % between 1996 and 1999.

Visibly, downtown Montréal, while maintaining itself as the principal economic pole, is no longer the only sector that is growing constantly, making it the leading player in the region's economy. The Island of Montréal includes other poles which participate actively in metropolitan economic development. Other poles are also beginning to emerge on the periphery. A polycentric urban form has therefore defined itself in Greater Montréal over the past 20 years.

As in the case of households and population, employment in the MCMA mainly tends to develop in the poles peripheral to downtown Montréal (Laval, Longueuil, Saint-Laurent / Dorval, Mirabel, etc.) instead of in downtown Montréal as such. There will thus be some dispersion of jobs within a limited number of poles that dominate the metropolitan economic structure. With the globalization of markets and internationalization of the economy, certain poles are tending to assert themselves as preponderant players in the metropolitan economy. These international poles should be developed if the MCMA wishes to take maximum advantage of its achievements in terms of economic development.

[3] See Coffey et al. (1999-2000), 2nd report, p. 44.

**Table 15 : Growth of employment, metropolitan economic poles, MCMA, 1996-1999**

| Poles | | Jobs 1996 | Jobs 1999 | Variation 1996-1999 (%) |
|---|---|---|---|---|
| International poles | Downtown | 243,213 | 296,720 | 22 |
| | Saint-Laurent / Dorval | 127,221 | 142,487 | 12 |
| | Laval city centre | 36,799 | 50,047 | 36 |
| | Anjou / Mercier* | 43,707 | 58,814 | 34 |
| | Longueuil North / Boucherville | 25,368 | 28,159 | 11 |
| | Mirabel airport area | 11,319 | 10,780 | -5 |
| | *Subtotal* | *487,627* | *587,007* | *20* |
| Other MCMA poles | Saint-Laurent East / Marché central | 37,816 | 41,976 | 11 |
| | Angrignon / Lachine | 19,961 | 25,350 | 27 |
| | Angus | 5,657 | 6,279 | 11 |
| | Pointe-aux-Trembles | 15,460 | 17,161 | 11 |
| | Montréal West Island | 37,168 | 39,026 | 5 |
| | ***Subtotal*** | *116,062* | *129,792* | *12* |
| **TOTAL POLES** | | **603,689** | **716,799** | **19** |
| TOTAL MCMA JOBS (1999): | | **1,740,000** | | |
| Total poles / MCMA (1999): | | **41.2 %** | | |
| Total international poles / MCMA (1999): | | **33.7 %** | | |
| Shares of international poles / Total metropolitan poles: | | **81.9 %** | | |

* The Anjou / Mercier pole also incorporates the Montréal port zone with its major international potential.
Source: MAMM estimates, 2000.

### *MONTRÉAL: A SLOWLY GROWING METROPOLIS COMPARED TO THE REST OF NORTH AMERICA AND THE WORLD*

The Montréal region is at the heart of a very active zone in North America. Within a 600 kilometre radius are the cities of Québec, Boston, New York, Buffalo and Toronto. Its geographic positioning in relation to these major centres contributes to its trade dynamics and economic growth.

On the continent, the MCMA remains one of the most populated urban regions. According to U.S. Census Bureau and Statistics Canada data, the MCMA had 3,454,114 inhabitants in 2000, making it the 15th most populous urban region in North America (Canada and the United States).

However, while Montréal remains one of the great North American regions, it must be observed that its growth appears to be slower than many others. Between 1990 and 2000, the Montréal region grew by 245,144 people in absolute numbers, corresponding to a relative increase of 7.6 %. But in terms of absolute growth, the Montréal region only

ranks 32nd among the metropolitan regions of the United States and Canada. In absolute growth, the regions even slips to 193rd place in North America.

Even compared to metropolitan regions of comparable size, Montréal's growth is modest. Among metropolitan regions with a total population of between 3 and 4 million people in 2000, Montréal posted the lowest relative growth (see the green circles on the map at the end of this section). Thus, the Atlanta, Miami / Fort Lauderdale, Seattle / Tacoma / Bremerton and Phoenix / Mesa regions all grew at a clearly higher rate than Montréal, with respective increases of 39 %, 21 %, 20 % and 45.3 % between 1990 and 2000.

On the international economic front, the MCMA, even though it remains prosperous, maintains a modest position compared to some of the world's great cities. With its $82 billion, the MCMA's GDP only represents 57 % of Toronto's GDP ($144 billion), 54.6 % of Chicago's GDP ($150 billion), 27 % of the Paris GDP ($300 billion), barely 12 % of New York's GDP ($650 billion) and less than 10 % of Tokyo's GDP of $850 billion in 2000.

These data corroborate the figures taken from an analysis produced recently at UQAM on Québec's place in the world economy, and especially in the North American economy[4]. Over the past ten years, the cities of the southern and western United States have appropriated the lion's share of demographic growth. These are about the same cities that now influence the American economy. A "Big L" following the north-south axis along the Pacific coast to Los Angeles and then running along an east-west axis through the southern United States has defined itself. According to Tellier, this accentuation of the "Big L" will continue so that, in the long term, New York's economic influence will be supplanted by that of Los Angeles and thereby that of the American southwest.

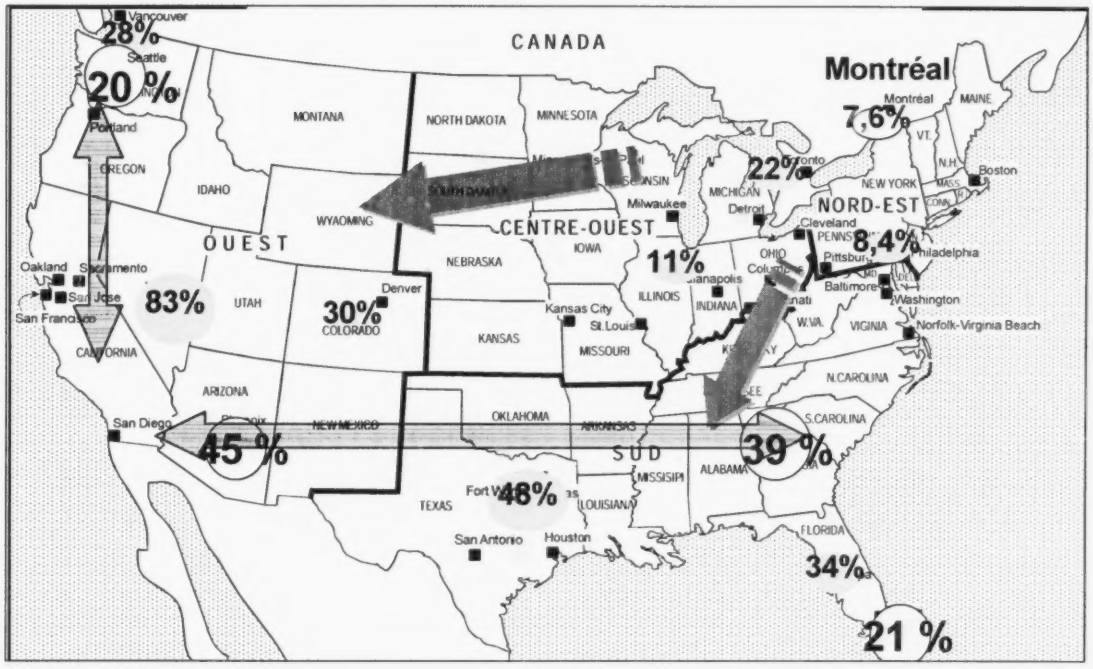
At a time of globalization of markets and trade, a region's success is directly related to its capacity to mobilize its political and socioeconomic stakeholders so that they work together on appropriate strategies to adopt to attract investments and assure interesting living conditions for its citizens. While the Montréal region is still successful in developing and still provides its inhabitants with an interesting quality of life, it must be observed that it does not derive full benefit from its achievements. Mobilization of all of its socioeconomic players is necessary to improve the region's competitiveness in relation to the rest of the world.

[4] Luc-Normand Tellier, *Évolution topodynamique mondiale des productions : la place du Québec*, UQAM, Département d'études urbaines et touristiques, May 17, 2001, 20 pages.

***Demographic growth in 1990-2000 and the "Big L"***

According to economic growth projections produced at UQAM, the influence of the major urban regions of the West coast and along the axis between Florida and California is gaining more and more scope in the North American economy. The emergence of these new poles as agents dominating the continent's economic system, and thereby its urban structure, has been called the "Big L" by Luc-Normand Tellier of UQAM.

The clear domination of the City of Los Angeles as the hub serving to articulate these dynamics means that ultimately it will take over from New York as the continent's economic leader. If this situation is concretized, it could have negative consequences for Montréal, which is in New York's area of influence.




OUEST = WEST
CENTRE-OUEST = MIDWEST
NORD-EST = NORTHEAST
SUD = SOUTH

Source: US Census Bureau and Statistics Canada.

NOTE: The data for Canadian cities are from 1991. The 2000 data are estimates that will have to be revised in the light of the

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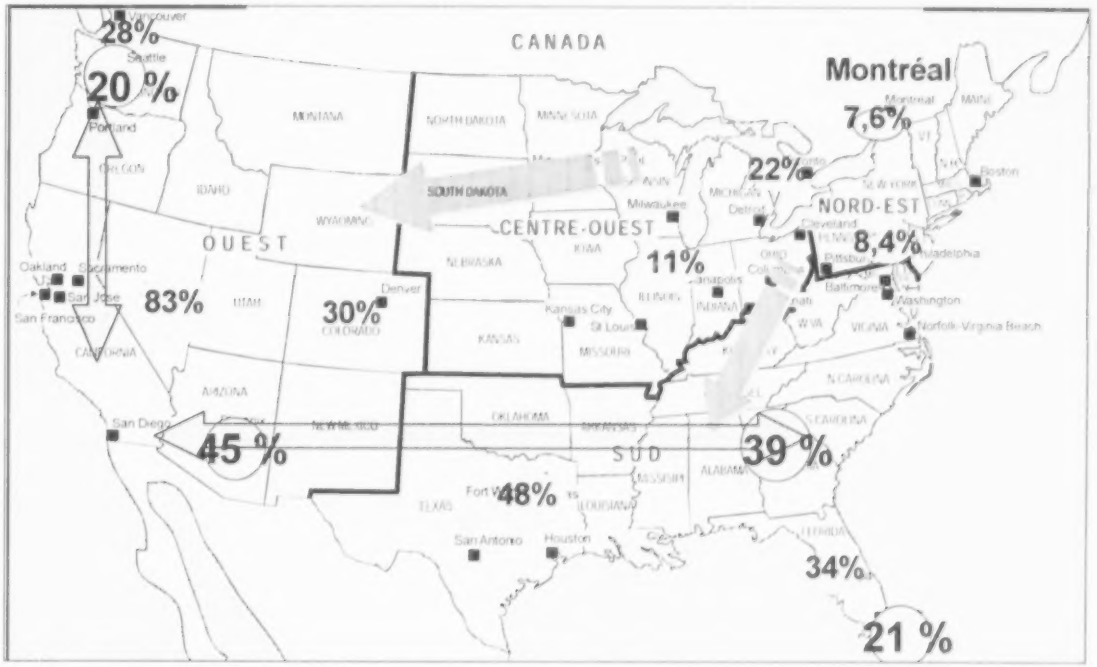


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### *THE LAND USE PLANNING PROBLEM IN THE METROPOLITAN REGION*

Specifically, the general problem of metropolitan land use is based on two major points:

- The absence of a shared vision of development resulting from fragmented management of the territory.
- Costly and unplanned urbanization on a metropolitan scale.

## 1. The absence of a shared vision of development resulting from fragmented management of the territory

**MCMA = 73 municipalities**

**3 municipalities representing 71 % of the MCMA's population**

**5 administrative regions concerned**

### 1.1 A multitude of administrative entities in the region

Despite the reduction resulting from the adoption of Bill 170 in December 2000, the number of municipalities in Greater Montréal's territory still remains very high. Such a large number of local administrations make it difficult to achieve a consensus around a shared development vision or project. The superposition of administrative planning entities at various levels (RCM, RDC, REC, etc.) only increases this difficulty. The relevance of entrusting land use planning and development to a single metropolitan entity – the Communauté métropolitaine de Montréal – is then better perceived.

It is around the CMM Council, made up of 28 members, that the debate on land use planning will take place for the future of Greater Montréal when the time comes to adopt the development plan. Drafted by a smaller council before being submitted to public consultation, the strategic vision statement and the metropolitan land use and development plan will allow faster and more efficient convergence of all parts of the territory around one and the same development strategy. The reliance on a single plan and the Government's Planning Framework will promote greater cohesion in land use and activate public decision-making on the question. Indeed, after this plan comes into force, adherence to a shared metropolitan vision will contribute to ensuring greater cohesion in drafting and implementing municipal development plans.

### 1.2 The challenge of harmonization of strategic development plans

Government action in the metropolitan territory has contributed to sector-based structuring of the region's land use by articulating development according to the territory of the five administrative regions overlapping with the MCMA. Basing its programs and actions on criteria of spatial neutrality, partnership and consensus among the various stakeholders, the Government had to respond to requests without basing its responses on a single metropolitan land use strategy. Some examples presented later in this document attest to this.

Moreover, the absence of vision is also felt in terms of economic development. Covering five administrative regions and varying local economic realities, the MCMA is not the focus of a concerted economic development strategy. In a context where each of the five administrative regions has adopted a

strategic development plan, harmonization is required between the action plans and the intervention priorities.

An interregional harmonization approach, already undertaken at the metropolitan regional level, recently clearly showed that the metropolitan region's development influenced the development of neighbouring regions and vice versa. There is, in fact, a natural spillover into neighbouring regions of problems recognized for Greater Montréal's territory. This is especially clear in transportation and workforce training.

In this perspective, it is important that an objective of reciprocity between the metropolitan region and the neighbouring regions be included in the Planning Framework.

The preparation and adoption of this Planning Framework and the preparation of the CMM's development plan should respond in the future to this absence of metropolitan vision and stimulate the search for solutions to land use planning and development questions among the government, metropolitan and regional partners in a spirit of working together.

## 2. Costly and unplanned urbanization on a metropolitan scale

**MCMA =** Removal of 26,781 hectares from the decreed agricultural zone (1981-1996)

**Share of agricultural territory in the MCMA:**
1981: 60.5 %
1996: 53.8 %

Share of leased cultivated land: 29 %

Urban sprawl has led to a certain number of problems, with trends that must now be diverted.

### 2.1 Loss of farmland

Despite the decree revising the agricultural zone in 1991, which explains the removal of nearly 27,000 hectares of land[5], there are still pressures on the agricultural zone in the metropolitan region. Thus, within the context of the current revision of development plans, it was observed that several RCMs have had discussions with MAPAQ to obtain authorizations for exclusion from the decreed agricultural zone for urbanization purposes. Among other RCMs, we should mention:

- MRC des Deux-Montagnes for the perimeter of Ville de Saint-Eustache;
- MRC de Mirabel, in the Saint-Janvier sector east of Autoroute 15, for residential and commercial development;
- MRC des Moulins along Autoroute 40;
- MRC de D'Autray along Autoroute 40 in Lavaltrie;
- MRC de Lajemmerais along Autoroute 20 between Boucherville and Sainte-Julie, mainly for commercial and industrial development purposes;
- MRC de Champlain and MRC de La Vallée-du-Richelieu, in the corridor of Autoroute 30, between Saint-Bruno-de-Montarville and Brossard;
- MRC de Roussillon, so that exclusions from agricultural land are made in La Prairie, near Autoroute 30.

Moreover, authorizations of non-agricultural use in agricultural zones are an important

[5] This decree was made necessary by the fact that, when the *Act to preserve agricultural land* was adopted in 1978, lands already assigned to non-agricultural uses or which were already destructured or unsuitable for agricultural activity had been included in the agricultural zone. The 1991 decree corrected this situation by removing these lands from the agricultural zone.

problem. By authorizing use of agricultural land for non-agricultural purposes, destructured sectors may be created over time where agriculture ceases to be practised as a result of a devaluation of agriculture and the assertion of other more urban activities. These pressures limit the expansion of agricultural activities in the metropolitan region. While data is still lacking to reveal the scope of this problem, the presence of non-agricultural uses in agricultural zones nonetheless shows that agricultural zones may be permeable to urbanization or transformations with no real relation to their initial vocation. It is therefore appropriate to protect this collective resource rigorously and permanently.

## 2.2 Loss of natural spaces and inaccessibility of riparian environments

**MCMA= Loss of 13,324 hectares of plant cover (forest, wooded areas, brush, etc.) between 1986 and 1994**

The demand for new residential spaces is also having a detrimental effect on the natural environments, particularly the shores of bodies of water, wetlands and wooded areas. According to the data from a 1996 study by INRS-Urbanisation, losses of vegetation between 1986 and 1994 were around 13,324 hectares, representing the equivalent of 44 % of the MCMA's wooded areas in 1986[6].

At this rate, the plant cover of the metropolitan region could disappear by 2029[7]. The forest areas and plant cover found within sectors slated for urbanization (Map 10) and not covered by any specific protection as natural elements are at risk of vanishing to profit of urbanization. In agricultural environments, the problem is posed more in terms of sustainable harvesting of the various potential of wooded areas, both in terms of their protection and their economic, ecological and landscape reclamation.

Since urbanization has spread throughout the metropolitan territory without consideration of natural environments, most of the shores and the riparian environments have been privatized. Moreover, direct access to watercourses and, therefore, access to potentially interesting sites to engage in recreational activities, have also diminished. Losses of forest or plant cover reduce the air purification process because of less capture of $CO_2$. The forest's disappearance also lessens the quality of the landscapes and alter the ecosystems. Eventually, the territory's biological diversity is diminished.

In addition to the loss of natural spaces, urbanization translates into a degradation of the remaining or residual natural spaces. Therefore, these losses increase the costs related to rehabilitation and renaturalization of these spaces.

## 2.3 Contaminated land hindering the development of the centre

**MCMA = 4,200 hectares of contaminated vacant land on the Island of Montréal**

**Average decontamination cost:**
$300,000/hectare

Municipalities that have inherited a heavy burden from the industrial past, which can sometimes date back to the beginning of the 20th century, are having to cope with a multitude of contaminated and often abandoned sites. In addition to being a

[6] Source: Sénécal *et al.* (2000), p. 50.
[7] MAMM estimate.

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potential source of public health hazards or a threat to the cleanliness of neighbouring land or groundwater, these sites are a hindrance to the municipalities' economic development.

These sites are handicapped in two ways: the image they project as brown fields and the obligation to decontaminate them make them unattractive to developers. Montréal's Centre-Sud and East Island and the Varennes and MRC de Champlain sectors on the South Shore are confronted with this problem. On the Island of Montréal, 60 % of the vacant land is currently contaminated. This situation is a major constraint on the supply of land for residential development.

## 2.4 A supply of new facilities on the periphery, while the centre's facilities are not optimized

**MCMA =**
**Water management infrastructure expenditures: $2.5 billion since 1980. More than half of this investment went to the northern and southern suburbs.**

Capacity reserve (drinking water facilities):
- Island of Montréal + Laval = 59 % of capacity reserve, 16.6 % ($19 million) in investments by 2021.
- Northern and southern suburbs = 41 % of reserve capacity, 83.3 % ($95 million) of investments by 2021.

Capacity reserve (sewage treatment facilities):
- Island of Montréal + Laval = 82 % of total capacity reserve, $0 in investments by 2021.
- Northern and southern suburbs = 18 % of capacity reserve, $134.4 million in investments by 2021.

**School construction expenditures:**
- $211.6 million in investments (1994-1999).
- 96 % of investments in the periphery.
- 14 schools in the centre have been closed or assigned to other functions (adult education).

The question of development of the metropolitan region runs up against a fourth problem: the necessary match between urban development and the optimum use of existing infrastructures and facilities. Yet the facts show major misalignments.

### 1. Water management infrastructures: the accommodation capacity is at the centre, but the investments must be made on the periphery

A situation of contrast between the centre and the periphery prevails for water treatment infrastructures. Since 1980, more than $2.5 billion has been invested in construction, expansion and modernization of water treatment and purification plants in the MCMA by the Government of Québec. The current capacity reserves to accommodate the needs of new households are mainly found on the Island of Montréal.

However, residential development is oriented to the northern and southern suburbs, where the plants no longer have capacity and where new investments must be made for their expansion. Out of the $248 million in projected investments in water treatment plants and purification statements over the next 20 years, $229.4 million (92.3 %) will go to the northern and southern suburbs.

### 2. The population shift to the suburbs threatens the future of the centre's schools and creates pressure for investment on the periphery

The school question raises constraints of an identical nature: with the shift of part of the population and households from the centre to the suburbs, a decline in clientele ensures for facilities found in the centre of the urban region, particularly the schools. The primary and secondary establishments located in the old central neighbourhoods then see a reduction in their enrollments, which leads to an increase in operating costs per pupil.

This phenomenon sometimes obliges the school boards to close or reassign schools due to the lack of pupils in certain residential sectors. Thus, over the past five years, the centre of the urban region saw 14 of its schools closed or reassigned, particularly to adult education, due to a lack of pupils at the primary or secondary level.

The parallel increase in clientele in the developing peripheral sectors requires that the MEQ respond with investments in construction of new schools. In addition, pressure for the development of higher education facilities on the periphery are beginning to be felt, as evidenced by the opening of a university campus in Longueuil[8] and the emergence of a college campus in Terrebonne. However, the MEQ's investments in higher education are still highly concentrated in the centre of the urban region (Table 16).

**Table 16 : Construction and expansion of educational buildings, MCMA, 1994-2001 (in millions of dollars)***

| | Primary and secondary schools ** | | | | College establishments | | University establishments | | TOTAL | |
|---|---|---|---|---|---|---|---|---|---|---|
| | MEQ share | % of MCMA | Number of projects | Number of schools closed | MEQ share | % of MCMA | MEQ share | % of MCMA | MEQ investments | % of MCMA |
| Laurentides | 73.25 | 28 | 21 | 0 | 0.0 | 0.0 | 0.0 | 0.0 | 73.25 | 12 |
| Lanaudière | 76.86 | 29 | 29 | 0 | 36.7 | 32.2 | 0.0 | 0.0 | 113.56 | 18 |
| Laval | 14.87 | 6 | 5 | 2 | 0.0 | 0.0 | 0.0 | 0.0 | 14.87 | 2 |
| Montérégie | 84.55 | 32 | 33 | 3 | 6.9 | 6.1 | 25.2 | 9.7 | 116.65 | 18 |
| Island of Montréal | 13.8 | 5 | 16 | 9 | 70.4 | 61.8 | 233.8 | 90.3 | 318.00 | 50 |
| **MCMA** | **263.34** | **100** | **104** | **14** | **114.0** | **100.0** | **259.0** | **100.0** | **636.33** | **100** |

* Only the capital investments for the year 2000-2001 which have been announced to the public.
** The data presented do not account for school closing costs.
Source: MEQ.

[8] The Université de Sherbrooke, which does not own any establishments in the MCMA, leases premises in Longueuil where it offers courses to about 4,000 students.

### 3. The risk of weakening of Greater Montréal's cultural vitality

The Montréal region benefits from an incomparable additional advantage that makes it stand out on a Québec-wide scale: it is the cultural heart of Québec and a privileged gateway for artists, both from Québec and from elsewhere, to make themselves known.

Culture is also an important dimension of the metropolitan economy. Several facts prove this:

- 85 % of artistic activity takes place in Greater Montréal;
- 80 % of Québec's cultural activity takes place in Greater Montréal;
- 87 % of the cultural and arts facilities in the metropolitan region are located on the Island of Montréal;
- the heart of cultural activity in Greater Montréal is concentrated in the downtown core, a major development pole.

On the other hand, developments on the periphery tend to drain part of the cultural activity away from the centre and pressure is exerted to provide the northern and southern suburbs with more elaborate cultural facilities. While it is normal that the entire population has access to cultural facilities near their place of residence, the dispersion of metropolitan cultural activity nonetheless presents risks of weakening for this already very fragile and always vulnerable sector of the economy.

## 2.5 Congestion: an increase in motorization combined with a diminishing use of mass transit

**MCMA =**

**Road transportation:**
Between 1987 and 1998, the number of car trips increased by 34 % (12 % (1997-1993); 19 % (1993-1998)).

**Mass transit:**
Between 1987 and 1993, the number of mass transit trips dropped by 11 %; it declined by 3 % between 1993 and 1998, but has increased slightly over the past 3 years.

**Mass transit no longer represents more than 17 % of the trips made in the MCMA.**

The main pressure generated by the dispersion of the population over a constantly spreading territory is also exerted on intrametropolitan population management. With ever more considerable expansion of population and jobs, it becomes extremely difficult to assure the population of quality mass transit services and facilitate cohesion in their trips, especially for work. This difficulty in offering an efficient mass transit service, combined with the new demographic and socioeconomic trends in transportation demand, gives people an incentive to result more spontaneously to private transportation, and thus to the automobile. These factors largely explain the congestion on the roads.

In general, the MTQ and STCUM origin-destination survey data reveal that the number of motorized trips increased by 22 % overall between 1987 and 1998, mainly in the northern and southern suburbs. Automobile trips increased by 34 % between 1987 and 1998.

Parallel to this, the relative modal share of use of mass transit systems – Métro and commuter trains – has declined constantly since 1982, even though ridership on these systems could still be substantially increased. Between 1993 and 1998, mass transit lost 3 % of its modal share. In the light of the measures announced in the MTQ's *Plan de gestion des déplacements* (trip management plan) and the AMT's *Plan stratégique de développement* (strategic development plan), it is an accepted fact that, within 10 years, the accommodation capacity and flexibility of the mass transit systems will have increased substantially thanks to major government and metropolitan investments. The challenge over the next few years will therefore be to convince motorists to use mass transit services to the extent that these can better respond to their travelling needs.

However, since the population does not only live in the development axes defined above, the organization and optimization of public transit systems adapted to the distribution of clientele becomes difficult, particularly due to the increase in these systems' operating costs.

## 1. Origin-destination survey data and trends

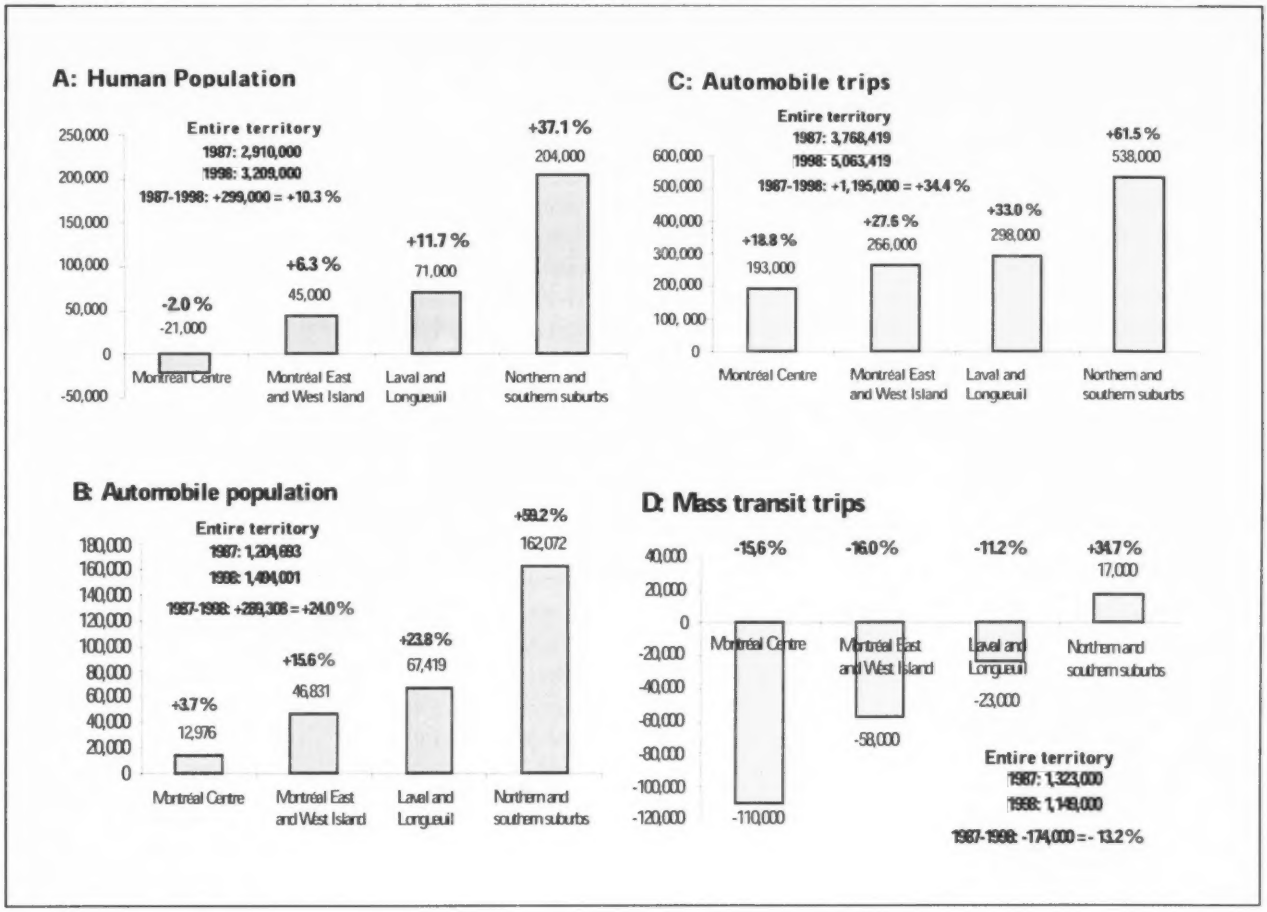
The data from the 1998 origin-destination survey (Graph 11) comparing the changes in mass transit trips and by car between 1987 and 1988 reveal that, everywhere, car trips have increased by a greater proportion than the population.

Mass transit has lost ground mainly in the best-served zones: 110,000 less daily trips in the centre of the Island of Montréal, 58,000 less in the rest of the Island, and 23,000 less in Laval and Longueuil, representing a total loss of 191,000 daily trips in these three regions. Mass transit appears to have grown strongly in the northern and southern suburbs: 17,000 additional daily trips were registered between 1987 and 1998, for a 34.7 % increase. However, this information must be put in perspective: out of 10 mass transit trips lost in the other three regions, less than one was recovered in the northern and southern suburbs. Mass transit only accounted for 3 % of the growth of motorized trips in the northern and southern suburbs, compared to 97 % for the automobile. This is not surprising, because the automobile population of the northern and southern suburbs grew by 162,000 vehicles, also between 1987 and 1998.

While population growth in the region can explain the growth of number of cars in the territory and therefore the increase in motorized trips, some special conditions in metropolitan demographic trends allow this phenomenon to be qualified further. Three causes more specifically explain the generalized increase in motorization and the abandonment of mass transit.

In the first place, the arrival at maturity of the baby boom age cohorts, the principal segment of the active population, is a major cause of increased motorization. The baby boom generation, because of its place in the job market, has a greater tendency to travel by car than young people. The phenomenon is especially important given that households from this generation have two active spouses, each often using a vehicle to get around. We should add that the absence of planning and channeling of jobs in zones specifically served by mass transit has certainly constituted an additional factor which has given part of the workforce an incentive to resort more readily to cars for travel between home and work.

**Graph 11 : Growth of the human population, automobile population and trips by automobile and by mass transit, MCMA, 1987-1998**




Note: The data are for a constant territory, 1987.
Source: *Mobilité des personnes dans la région de Montréal*, Enquête Origine-Destination 1998.
Processing: AMT, 2001.

Secondly, the fragmentation of households and the resulting adjustments in living schedules and places of residence have given more incentive to the persons concerned to use their cars.

Finally, and more generally, population aging and the diversity of the schedules of retired people are an additional cause of the increase in motorization, since retirees tend to travel more by car than by mass transit.

Even though it is foreseen that these phenomena will be attenuated in the years ahead, these trends confirm that this increase in motorization will continue nonetheless.

The MTQ's most recent trip trend projections for the Montréal region[9] give reason to believe that if nothing is done:

- There will be 8.9 million trips per day in the metropolitan region in 2021, or 9 % more than in 1998;
- The number of motorized trips will grow faster than the number of non-motorized trips, reaching 7.9 million per day, an increase of nearly 12 % for the same period;
- The number of self-driven trips during the morning rush hour[10] will rise from 923,000 to 1,103,000 between 1998 and 2021, an increase of nearly 20 %;
- The bridges ringing the Island of Montréal will be more heavily used in 2021 in the morning rush hour because the number of self-driven trips onto the Island of Montréal will increase by 17,400, including 78 % on Rivière des Prairies alone;
- Mass transit demand will decline, for the region as a whole, by around 42,000 trips in the morning rush hour to around 288,000 trips, a drop of nearly 13 %;
- Two thirds of this decline can be attributed to trips within the Island of Montréal; mass transit trips in the morning rush hour will fall by 28,000 between 1998 and 2021;
- On the Island of Montréal, car pooling trips (automobiles with passengers) in the morning rush hour will decline by 14,900 between 1998 and 2021, compared to a drop of 12 %, or 29,000, for the region as a whole;
- The combined effect of receding mass transit demand and increased automobile demand will cause the modal share of mass transit throughout the region to fall from 22 % in 1998 to 18 % in 2021, still for the morning rush hour;
- The number of bimodal trips, involving both the automobile and mass transit (particularly through incentive parking), will remain stable at approximately 35,000 for the morning rush hour, between 1998 and 2021;
- The number of trips made by people age 50 and over will increase by 57 %, while those by people ages 0 to 49 will decrease by 4 %;
- Nearly 75 % of the projected decline in mass transit trips concerns trips to downtown and the centre of the Island of Montréal. More than half of the additional automobile trips will be made within each subregion.

These projections give an overview of the future by assuming maintenance of the trends at work in previous years, that is, in the absence of any initiative intended to change this behaviour. Their function is to alert public and private decision-makers to the problems that risk arising in the future if no action is taken to change the trends of past years. It remains that increased motorization of the population, particularly women and young people, the growth in the number of automobile trips and the continued decline of mass transit are in no way inevitable.

Mass transit ridership is closely related to the accessibility of heavy modes (Métro,

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[9] *Déplacements des personnes dans la grande région de Montréal: Scénario prévisionnel 2021 tendanciel*, Service de la modélisation des systèmes de transport, MTQ, May 2001.

[10] The morning rush hour is defined as the period from 6 a.m. to 9 a.m.

train). In this regard, it must be pointed out that between 1961 and 1991, the Métro's direct area of influence has lost 354,000 inhabitants, one third of its original population, while the rest of the metropolitan region saw its population grow by 1,373,000 inhabitants[11]. This situation is partially attributable to the aging population and the reduction of the size of households in the centre of the Island of Montréal. Nonetheless, the experience of Toronto, where the population in the areas of influence of heavy modes of transport was maintained and even increased slightly by 4,000 people between 1961 and 1991 thanks to residential development of the areas of influence, proves that it is possible to counterbalance these effects. The MCMA would have every advantage in redeveloping these spaces to guarantee a constant clientele for mass transit infrastructures through a policy of repopulation of the areas of influence of heavy modes of mass transit.

In recent years, the population shift from the centre to the northern and southern suburbs has certainly slowed, but have not reversed. Indeed, the most recent data from the Institut de la statistique du Québec indicate that, since 1996, the Island of Montréal has continued to lose an average of 3,000 inhabitants per year, while the northern and southern suburbs are still gaining more than 15,000 per year.

Regardless of the efforts applied to improve the supply of mass transit in the northern and southern suburbs, it will never be possible to compensate for the losses of users registered in the old central neighbourhoods. The results of the 1987 and 1998 origin-destination surveys are very clear in this regard. Indeed, for every ten trips lost in the centre, only one could be recovered in the northern and southern suburbs, since mass transit only assumed 3 % of the new demand for motorized transportation.

Urban expansion today affects employment and housing. Still according to the 1987 and 1998 origin-destination surveys, the central part of the Island of Montréal lost 34,000 employment destinations during this period, while the northern and southern suburbs gained exactly the same number. Expressed as a percentage, the loss is 6 % at the centre, while the gain is 41 % in the northern and southern suburbs. According to another source[12], between 1981 and 1996, the zones outside the pole of employment received half of the 235,300 jobs that were added during this period in the metropolitan region. The dispersion of jobs to urban environments practically impossible to serve by mass transit, but easily accessible by automobile, must be recognized as one of the leading factors in the decline of mass transit.

Although a levelling off of trips by persons in the next decade may contribute to limiting congestion, the trends observed reinforce the importance of continuing to develop measures promoting more sustainable transportation, whether in terms of land use planning or priority use of mass transit.

## 2. Transportation and economic activity

Historically, the MCMA's superior road network was constituted on the basis of serving the Island of Montréal as the principal employment and industrial zone, as evidenced by the convergence of the main highway axes. Today, the main highways leading to the centre of the urban region still

[11] See R. Bergeron, *Évolution 1961-1991 des caractéristiques socio-démographiques des populations vivant à proximité du métro: Comparaison entre Montréal et Toronto*, 1998.

[12] William J. Coffey, Claude Manzagol and Richard G. Shearmur, "L'évolution spatiale de l'emploi dans la région métropolitaine de Montréal, 1981-1996", *Cahiers de géographie du Québec*, Volume 44, n° 123, December 2000.

end at Autoroute 40 (Métropolitaine), which tends to crystallize traffic congestion there. The network is also discontinuous, with eight highway arteries forming an incomplete route[13].

The Island of Montréal also brings together the main industrial zones that generate or are highly dependent on trucking activities, particularly due to the major presence of manufacturing companies, wholesalers and retailers. The performance of these economic sectors remains heavily dependent on the level and productivity of transport of goods by truck.

All these factors contribute to making it more and more difficult to use the highways, particularly due to the heavy competition between motorists and truckers during rush hours[14]. All the available data show that congestion problems are tending to worsen instead of lessening.

The daily traffic on weekdays on the 15 bridges giving access to the Island of Montréal is a prime indicator of the state of congestion in the metropolitan region. Between 1987 and 1998, it grew from 935,000 vehicles to 1,325,000, an increase of 42 %, corresponding to an average annual growth rate of 3.22 %. The Jacques-Cartier and Champlain Bridges are saturated every day for many hours, with daily traffic totalling 120,000 vehicles for the former and 150,000 for the latter.

The bridges act as bottlenecks for the region's entire overland transportation network. They offer gripping images of the problems caused by congestion. With the function of giving access to the Islands of Montréal and Laval, the bridges also feed the highway and arterial network with traffic that becomes denser every day. Yet the capacity reserve of the highway system seems to be zero in many places on the Island of Montréal and at the approaches to the bridges leading there, on the near South Shore and on part of the Laval network, as well as on the bridges leading from the North Shore to Laval. This is why automobile transit traffic increasingly spills over into the arterial network, and even into the residential sectors. Today it can be said that congestion at the centre of the urban region is tending to become a problem that is no longer localized and ad hoc, but generalized in space and time.

## 2.6 A DETERIORATION OF THE ENVIRONMENT RESULTING FROM THE INCREASE IN GREENHOUSE GAS EMISSIONS

**MCMA = Greenhouse gas emissions attributable to transportation ($CO_2$ equivalent):**

1994: **10.3 million tonnes**

2000: **12 million tonnes**

The increase in the number of motor vehicles and their more frequent use for trips combined with the decline in the modal share of mass transit contribute directly to the deterioration of the physical environment because of greenhouse gas emissions resulting from the high volume of gasoline consumed.

These greenhouse gases contribute to global warming, which leads in turn to a deterioration of natural environments and ecosystems. The general quality of life in the MCMA is thereby reduced.

[13] The same problem applies to the arterial network (for example, the Rodolphe-Forget / Bourget axis, Boulevard Marien, etc.).

[14] In this regard, see Maps 5 and 6 of *Plan de gestion des déplacements* (trip management plan) of the Ministère des Transports.

In Québec, in 1990, manmade greenhouse gas emissions, expressed as $CO_2$ equivalent, were estimated at 81.9 million tonnes. In 1996, this volume increased to 83.4 million tonnes. If nothing is done to limit their growth[15], it is forecast that the emissions will reach 94.1 million tonnes in 2011, then 105.7 million tonnes in 2026. For the entire period 1990-2026, the expected growth is therefore 23.8 million tonnes or 29 %. We should point out that when applied to Québec, the Canadian target set at Kyoto, a 6 % reduction in emissions by the 2008-2012 period from their 1990 level, would mean that total greenhouse gas emissions by that date would correspond to a volume of 77 million tonnes per year.

The transportation sector is producing the fastest increase in greenhouse gas emissions. For the entire 1990-2026 period, it is forecast that the volume will rise from 30.4 million to 45.3 million tonnes, a 49 % increase. Thus, transportation, which accounted for 34 % of manmade greenhouse gas emissions in 1990 in Québec and 38 % in 1998, could represent 43 % in 2026.

On the average, an automobile driving in Québec produces 5 tonnes of greenhouse gases per year, or 3.5 times its own weight. In the case of heavy trucks, the average annual greenhouse gas production is around 85 tonnes, clearly more than 10 times the empty weight of the vehicles.

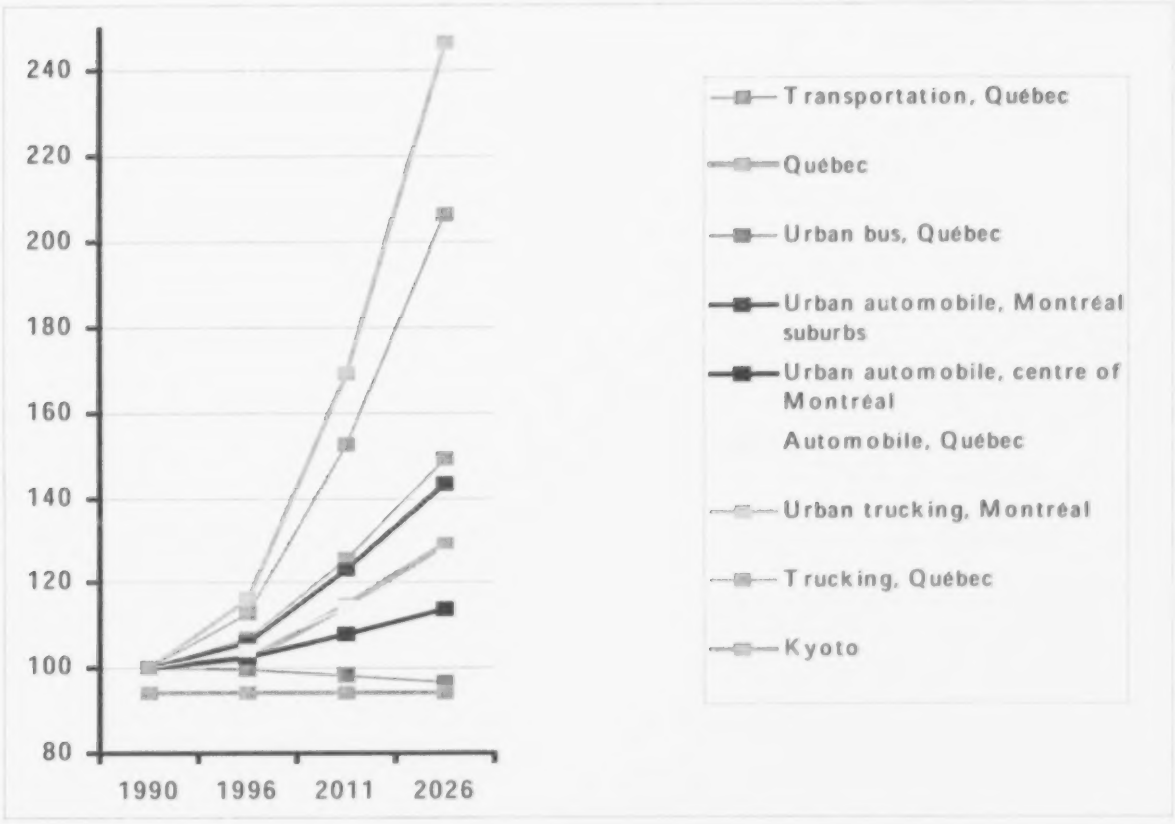
In the Montréal metropolitan region, for the entire year 1994, it was estimated that the greenhouse gas emissions totalled 24.4 million tonnes ($CO_2$ equivalent). The share attributable to the automobile was 6.7 million tonnes as opposed to 3.9 for urban trucking and 0.3 for urban buses, or approximately 11 million tonnes for the transportation sector, 45 % of total emissions. According to a MENV expert, this figure would currently be around 12 million tonnes per year. The speed of this growth is explained by the growth rate of 2 % per year of the automobile population of the metropolitan region (289,000 more vehicles between 1987 and 1998) and 2.6 % per year in the daily number of truck trips (93,000 in 1990, 120,000 in 2000).

Graph 12 clearly shows the determining role played by the metropolitan region in the environmental problem of transportation in Québec. The growth of urban trucking for the transport of goods and of automobile use in the northern and southern suburbs for individual mobility are the two main engines of the apprehended growth of manmade greenhouse gas emissions in Québec.

Even though trucking is a dynamic and autonomous sector, it nonetheless would be appropriate to initiate a process of reflection for urban transport of goods, similar to the process over the past few years for passenger transportation. Several channels are available for this reflection, whether in land use planning (analysis of the potential for consolidating businesses and stores in sectors or in poles targeted and served by the superior road network, establishment of distribution centres, etc.), the environment (use of vehicles with lower energy consumption) or the search for better adapted transportation strategies, particularly by moving ahead with reflection on rail and road intermodality applied to the case of the region.

[15] That is, according to the reference model of the Ministère des Ressources naturelles du Québec. See Groupe de travail sur les transports, Mécanisme québécois de concertation sur les changements climatiques, *Problématique des transports et des changements climatiques au Québec*, December 2000.

**Graph 12 : Forecast growth of greenhouse gas emissions, per sector, MCMA, 1990-2026**
(Index 1990 = 100)




Source: Reference model (1990-2026) of the Ministère des Ressources naturelles du Québec;
GTT, *Problématique des transports et des changements climatiques au Québec*, November 1999, Table 18, p. 69.
Processing: AMT.

While Québec has endorsed the objective of the Kyoto Protocol for a 6 % reduction in greenhouse gas emissions compared to its 1990 emissions, the results observed show that the current efforts are insufficient and that the action to be pursued to achieve the objective should be even greater. A Canadian study comparing the growth in greenhouse gas emissions attributable to passenger transportation in the three biggest Canadian cities (Vancouver, Toronto and Montréal) concluded that at the rate that the emissions were increasing, a 17 % reduction objective will be necessary in the MCMA in 2020 to meet the initial Kyoto objective[16].

## 2.7 A necessary improvement of old neighbourhoods in the centre of the urban region

**MCMA =**
**Increase in the number of households (1981-1996):**
- Ville de Montréal : (11.4 %)
- Rest of the Island of Montréal : (14.1 %)
- Laval : (45.3 %)
- Southern suburbs: (42.3 %)
- Northern suburbs: (81.5 %)

**Pre-1945 housing stock:**
- Ville de Montréal : 26 %
- Northern and southern suburbs: 6 %

**Post-1986 housing stock:**
- Ville de Montréal : 8 %
- Northern and southern suburbs: 29 %

**Percentage of old housing units needing renovations:**
- Ville de Montréal: 46.7 %
- Laval: 55 %
- Northern and southern suburbs: 51 %

[16] Source: DELCAN, *Strategies to Reduce Greenhouse Gas Emissions from Passenger Transportation in Three Large Urban Areas*, February 1999, p. 2.4.

### 1. The supply of housing still does not meet the demand

The realities of residential living cause households to consider older neighbourhoods to be generally less attractive living environments[17]. The housing units in these neighbourhoods appear to be older and more deteriorated and the collective equipment less well maintained. This perception results in some devaluation of old neighbourhoods by young households to the benefit of the northern and southern suburbs where the possibility of acquiring a new and more spacious home at a lower price and tax rate becomes an advantage.

Certainly, older dwellings generally attract the population sensitive to urban heritage. But these dwellings often remain poorly adapted to the realities of modern living and the needs of young households and families with more than one child.

In relation to the MCMA as a whole, the old housing units of the central area located in Ville de Montreal territory require proportionally less renovation than in other parts of the region. However, since Ville de Montréal includes 64 % of the housing in the MCMA dating from 1945 or before, Montréal therefore has a greater number of housing units to be renovated than the rest of the region.

### 2. The quality of life in the centre of the urban region also depends on a sound strategy for reclamation of transportation infrastructures

In the popular mentality, the old central neighbourhoods are perceived as a noisy, polluted and unsafe environment.

[17] This assertion is relatively general, because a case can be found that escapes this logic, that of Plateau Mont-Royal which has an old built environment and housing but which, because of its cachet and neighbourhood life, attracts a young population with more socioeconomic advantages.

A recent survey once again confirmed that safety for children and tranquility are the two main reasons why the majority of households prefer the residential suburbs to the central city[18]. Conversely, the main advantage invoked by those who, while financially capable of leaving Montréal, nonetheless choose to live there, is to avoid bottlenecks. If there were a "winning combination" it would consist of offering safe and peaceful living environments in the central city and in the centre of the urban region.

However, once residential development moves away from urban activity and is established in the periphery to satisfy households seeking a tranquil environment, remoteness and the distances to be travelled greatly complicate the establishment of a mass transit service and give new residents an incentive to use their cars.

Yet the factor that has the most consequences for the tranquility and security of living environments undeniably is automobile traffic. In this regard, it is appropriate to distinguish between resident and non-resident traffic, since the former tends to be considered as a legitimate right and the latter as an invasion.

Table 17 shows the 89 % of vehicle trips registered downtown are made by non-residents, while the proportion is only 10 %[19] in the northern and southern suburbs. Thus, the downtown core is accurately perceived as noisy and unsafe, while conversely the northern and southern suburbs are rightly considered to be environments offering tranquility and safety. These perceptions appear to be all the more well-founded when the number of non-resident trips is considered. In the northern and southern suburbs, which cover a vast territory, only 33,000 non-resident vehicle trips were counted in the morning rush hour in 1998. In the centre of the Island of Montréal, where the grid of arteries and streets absorbs the essential traffic flows, there were 189,000 vehicle trips. This contributes to maintenance of an undesirable situation where the central neighbourhoods have to deal with unwanted automobile traffic which indirectly fuels a persistent image of a polluted and less safe environment at the centre of the urban region.

A change of approach in urban development where services would be concentrated and where mass transit would be more valued could turn this situation around. To achieve this, development should be channeled to the area of influence of heavy modes of mass transit (Métro, trains) to encourage residents to use them on a regular basis. This approach would promote an improvement in the quality of life limiting trips, which would reduce overall motorized traffic and the nuisances associated with it[20].

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[18] André Pratte, series of three articles published in *La Presse* on June 10, 11 and 12, 2000. According to this survey, lower taxes and home prices, or lower rents for tenants, are far behind as reasons.

[19] The available statistics pertain to the morning rush hour and the entire day (24 hours). During the morning rush hour, it can be considered that there is equivalency between ***origin trips*** and ***resident trips***, as is the case here. There is no reason for the rates to be different over a 24-hour period, even though the available statistics cannot prove this.

[20] According to the Groupe de travail sur les transports, *op.cit.*, on the average each year for each household choosing to reside near the Métro instead of on the periphery of the metropolitan area, the following could be estimated:

- 1,050 less automobile trips;
- a 15,000 kilometre reduction in urban automobile kilometrage;
- which is the equivalent of the complete elimination of one automobile, in this instance, the household's second vehicle;
- a 6,000 kilogram reduction in greenhouse gas emissions;
- 625 more mass transit trips;
- 425 more trips on foot or bicycle.

**Table 17 : Impact on the local population of automobile trips by non-residents, morning rush hour, 1998**

| Proportion of non-resident vehicles out of total vehicles circulating in the region | | Number of non-resident vehicles circulating in the region | |
|---|---|---|---|
| Downtown | 89 % | Central Montréal Island | 189,000 |
| Central Montréal Island | 51 % | Downtown | 108,000 |
| Laval | 48 % | Montréal West Island | 92,000 |
| Montréal East Island | 46 % | Laval | 91,000 |
| Longueuil | 43 % | Longueuil | 69,000 |
| Montréal West Island | 41 % | Montréal East Island | 57,000 |
| Southern suburbs | 10 % | Southern suburbs | 17,000 |
| Northern suburbs | 10 % | Northern suburbs | 16,000 |

Source: O-D data 1998. 8 x 8 matrices.
Compilation: AMT.

## 2.8 Socioeconomic disparities in the metropolitan region

Abandoned by young and more affluent households, the centre of the urban region ends up with a concentration of to homeownership the socioeconomic groups for whom access and a prosperous lifestyle become difficult, even impossible. The historical heart of the urban region because of the services and facilities established there, the centre offers these populations the advantage of proximity to basic services and usually the possibility of finding rental housing at a reasonable price.

Particularly for ethnic groups, the Island of Montréal is an ideal place to settle because of its cosmopolitan character and the presence of institutional services founded by immigrant communities. In this regard, the MRCI proceeded, in June 2000, with a redefinition and reorganization of these services on the Island of Montréal. Four integration centres are in place: north, south, east and west. People have access to various services such as job search, equivalencies, francisation and integration. These reorganizations are based on the MRCI's commitment to be closer to the living environments and facilitate interfaces with the various stakeholders, particularly at the local level.

**MCMA (1996) =**
**Rate of Homeownership:**
Island of Montreal: 34 %
Laval: 65 %
Southern Suburbs: 67 %
Northern Suburbs: 70 %

**Seniors Aged 65 and over (1996):**
Island of Montreal: 21 %
Laval: 18 %
Southern Suburbs: 14 %
Northern Suburbs: 11 %

**One-person Households:**
Island of Montreal: 39 %
Laval: 22.7 %
Southern Suburbs: 21.3 %
Northern Suburbs: 20.2 %

**71% of one-person households in the MCMA are located on the Island of Montreal.**

**Households with Annual Income under $25,000:**
Island of Montreal: 43 %
Laval: 27.3 %
Northern and Southern Suburbs: 26 %

**Households with Annual Income over $60,000:**
Island of Montreal: 20.7 %
Laval: 29.5 %
Northern and Southern Suburbs: 32.5 %

**Immigration: the Island of Montréal annually receives 75 % of all immigrants to Québec.**

In the long term, the consolidation or even the concentration of communities in a well defined space of the metropolitan territory can pose integration problems for the people who live there if they intend to get out, or for people who would like to live there. Thus the northern and southern suburbs and the peripheral neighbourhoods can offer an

interesting residential environments to ethnic communities, who in return contribute to the region's cultural enrichment. However, collective services sometimes appear to be poorly adapted to the needs of cultural communities.

In some cases, rigid planning rules also make it very difficult to adapt the existing built environment to new social and economic realities. Couples reaching retirement will be faced, in some cases, with the dilemma of selling their property and leaving the community where they lived, due to their inability to find a smaller residence there, or staying in their home and being obliged to maintain a property too big for their needs.

***THE NECESSITY FOR A SHARED VISION ON A METROPOLITAN SCALE TO ENSURE COHERENT LAND USE PLANNING AND DEVELOPMENT INTERVENTIONS***

The urbanization of the past few decades has posed different problems related to optimization of existing facilities and infrastructures largely funded by the Government

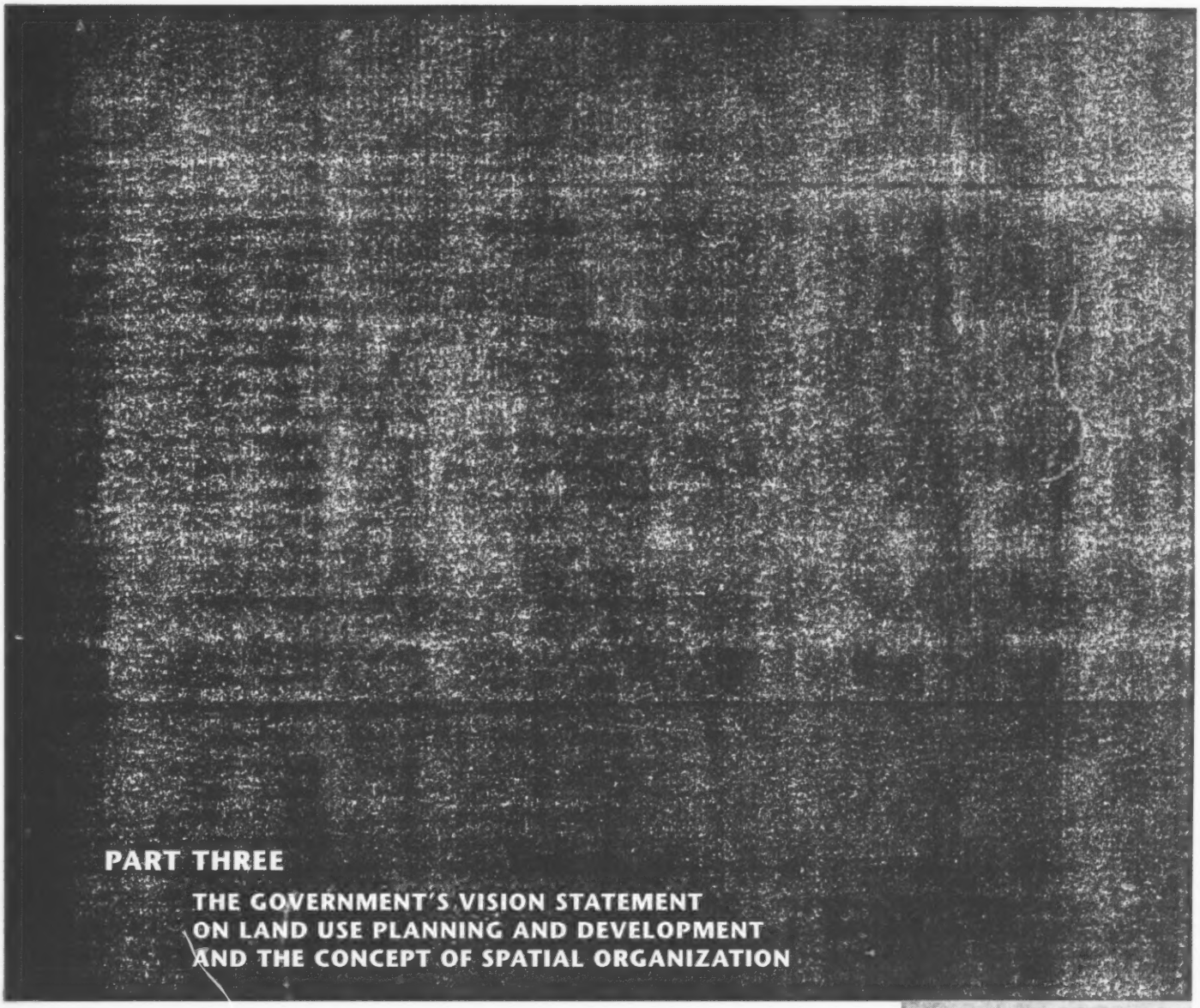
Demographic growth projections indicate that, if nothing is done, this style of urbanization will continue over the next few decades, further intensifying the phenomenon of population scattering throughout the city.

In turn, this phenomenon results in the constant demand for new equipment and services in sectors under development. These will eventually entail additional expenses, which will have to be borne by the government.

Given that the government's financial resources should be used optimally and also the need for effective choices with regard to planning and development, better urbanization management is urgently called for. Better cohesion between the public authorities in Montreal and a structuring plan for sustainable planning and development of its territory are needed.

Planning Framework and the metropolitan land use and development plan of the Communauté métropolitaine de Montréal will serve as the general framework for the players in the metropolitan region – government departments and agencies, MRCs, municipalities, etc. – to ensure cohesion between their actions in the Greater Montréal region.

These tools are at the heart of a sustainable development project for the metropolitan region. The components of this project, provided they are adequately understood, integrated and implemented, will serve to maintain, if not enhance, the quality of life for the entire metropolitan area. In the long run, the quality of urban planning, resulting from the implementation of the project inspired by the Planning Framework and the development plan for the Communauté métropolitaine de Montréal will help the MCMA gain the status of being one of the most viable regions of the world



# PART THREE

## THE GOVERNMENT'S VISION STATEMENT ON LAND USE PLANNING AND DEVELOPMENT AND THE CONCEPT OF SPATIAL ORGANIZATION

### *FOR AN ATTRACTIVE, COMPETITIVE AND VIABLE METROPOLIS WORKING IN SOLIDARITY*

What will the Greater Montréal region look like in 2021? What will the quality of life of its inhabitants be? Will we have achieved the greenhouse gas reduction objectives? Will the mobility of passengers and goods be suitably ensured? Will the sustainability of agricultural land have been guaranteed? Will the quality of land use planning in the urban region be a factor favouring economic development? These are all questions raised by the Planning Framework.

*WHAT WILL THE GREATER MONTRÉAL REGION LOOK LIKE IN 2021? WHAT WILL BE THE QUALITY OF THE AIR ITS INHABITANTS BREATHE? WHAT WILL BE THE QUALITY OF LIFE IN ITS NEIGHBOURHOODS?*

As mentioned in Part Two, the absence of a metropolitan planning vision has contributed to the dispersion of population throughout its territory[1], leading to overconsumption of land, the destruction of a large part of the agricultural zone and public costs of infrastructures and public services. It has also resulted in phenomenal growth in the number of automobiles on the roads and congestion on every bridge to the Island of Montréal. The accentuation of transport in the region translates into the daily emission of nearly 33,000 $CO_2$ equivalent tonnes of greenhouse gases[2], affecting air quality and public health.

These trends are asserting themselves even though the Québec Government has adhered to the major Kyoto objectives, established in 1997, and specifically to the Canadian objective of reducing greenhouse gas emissions by 6 % from their 1990 levels. A change of direction is necessary[3].

The Planning Framework points in the same direction as the Québec Action Plan on Climate Change, which relevantly cites the advantages of tighter control of urban expansion and reduced automobile use:

> " ... What are we to do about our urban and rural areas? And, what are our priorities? "
>
> " The social benefits in restraining urban expansion, reducing the use and role of cars in cities, breathing a cleaner air, lowering noise pollution, using urban transport means that promote physical activity and well-being, shortening transit time, revegetating and shading cities, maintaining the same level of comfort in our buildings using less energy, and promoting mass transit, togetherness, public awareness, openness towards other cultures and renewing with collective

1 It is generally admitted that the urban development of major cities in the second half of the 20th century has followed the *Car Oriented Development* (COD) model. With the emergence of these various problems, urban development must now be oriented to systematic use of mass transit systems and densification of the urban fabric, a model that the Americans have labelled *Transit Oriented Development* (TOD), patterned on the routes of heavy modes of public transportation. In this development model, mass transit is no more no less than the skeleton of the urban form.

2 Estimate calculated based on the current share of emissions attributable to transportation in the MCMA, which would be 12 million tonnes ($CO_2$ equivalent), a figure which itself is an estimate.

3 A report of the International Scientific Group on Climate Change maintains that global warming in the 21st century could be worse than the most pessimistic scenarios advanced up to now (cited by L.G. Francoeur in *Le Devoir*, October 27, 2000).

consciousness are numerous. Furthermore, these benefits are also accompanied by environmental, health and economical advantages.[4] "

### *A VISION STATEMENT FOR LAND USE PLANNING*

The Government is adopting the following vision statement for sustainable and coherent development of the metropolitan region. This statement constitutes the cornerstone on which the orientations will be based. Its content and scope may also inspire the Communauté métropolitaine de Montréal in the preparation of its own strategic vision statement, as specified in section 127 of the *Act respecting the Communauté métropolitaine de Montréal*.

Optimistic and inspired, this vision aims at the 2021 horizon, after several disciplined years of land use planning and development.

Structured according to the main missions pursued by the Québec Government, this vision takes on the challenge of greater prosperity and a better individual and collective quality of life for the future of the Montréal metropolitan region.

With sustainable development as its watchword, this vision relies both on biological diversity and the rational use of resources, and on social ethics in the use of these resources, both between generations and among the different groups of society.

Finally, four words forcefully illustrate the essentials of this vision: **solidarity, attractiveness, competitiveness and viability**.

[4] Québec Government, *Québec Action Plan on Climate Change*, 2000-2002, p. 19.

### SOCIAL MISSION

**In 2021...** the economic prosperity of the Greater Montréal area will allow regional sharing of wealth in the name of social solidarity. The focus on managed growth will be associated with a concern for social equity for present and future communities. The real environmental and social cost of growth will thus be paid by those who enjoy the benefits of this growth.

Greater Montréal's old or deteriorated neighbourhoods will then be major elements of the identity of Montréal region. Rehabilitated in respect for their historical memory, these neighbourhoods will benefit from a great urban quality of life.

In general, Montréal's space will be characterized by its great mix of resident populations. The metropolitan region will be made up of many communities with a diversity of profiles. Each will offer a variety of habitats, and each will display its own personality. These neighbourhoods will be dense and stand out from each other. Public spaces will have been developed everywhere to allow and encourage civic exchanges that are rewarding from every perspective.

The organization of healthcare will be adapted to the special needs of an aging population in a concern for accessibility and equity, while considering the singular vocation of Greater Montréal. First-line healthcare services will thus be located near the clienteles, while many specialized services and facilities, on the cutting edge of new technologies and metropolitan in scope, will remain accessible at the centre of the urban region. This specialization of the centre of Greater Montréal, recognized and encouraged, will contribute to Québec's self-sufficiency in healthcare.

At the same time, the well-being and personal growth of children and younger generations will be valued. Both at the centre of the urban region and in the neighbourhoods on the periphery, public initiatives will seek to attract and serve families based on their chosen place of residence.

### EDUCATIONAL AND CULTURAL MISSION

**In 2021...** the acquisition of knowledge and education, in their broadest acceptance, will be every citizen's concern.

Throughout the metropolitan region, a solid network of primary and secondary schools will be deployed, designed to meet the education needs of the younger generations but also conceived to enrich local community dynamics. The centre of Greater Montréal will continue to accommodate most of the institutions of higher education and research centres, which will contribute overall to the urban region's competitive advantage. The contribution of institutions of higher education to Greater Montréal's economic and cultural development will be recognized and encouraged.

In its dealings with foreign countries, the metropolitan region will proudly continue to affirm its status as the biggest French-speaking population centre in the Americas, while benefiting from the cohabitation of the two founding peoples, its cosmopolitanism and the bilingualism – and even multiculturalism – of its population.

The Montréal region will be recognized worldwide for the excellent creativity and vitality of its artistic community. Ville de Montréal, in particular, will remain Québec's main cultural pole and its drawing power, encouraged by the public authorities, will reflect on Québec as a whole. Parallel to this, a wide variety of neighbourhood cultural services will be offered to residents of the northern and southern suburbs.

The Montréal metropolitan region will have many heritage complexes and numerous cultural attributes admirably preserved. The cultural dimension of water and nature will be preserved and enhanced. These attractions will contribute to the region's tourist potential.

The Montréal metropolitan region will be distinguished by its tolerance and openness to diversity, an aspect that will contribute to its civic cohesion as a metropolitan entity. People of all origins will recognize each other as citizens of the same regional community. The contribution of newcomers to the metropolitan region's social, cultural and economic development will be solicited and valued.

### ECONOMIC AND ENVIRONMENTAL MISSION

**In 2021...** the economy of the Montréal metropolitan region will be prosperous, viable, competitive, free trading, and geared to knowledge and innovation. At the same time, its structure will remain diversified. The industrial sector, Greater Montréal's distinctive trademark in the past, will have been preserved. The engine of Québec's economy, Greater Montréal, in the age of globalization, will also be its window on the world, focused on exports and the international community.

The municipalities of the metropolitan region will then be familiar with a viable development model which will meet the needs and aspirations of their inhabitants. Growth will have been managed to preserve a prosperous lifestyle and improve its

citizens' quality of life. Greater Montréal will offer a variety of living and employment environments. The vision statement adopted twenty years earlier will have made it possible to frame and establish priorities concerning the new development projects proposed.

The metropolitan region will be developed by consolidating and densifying a polycentric urban form within the urbanization perimeter. The centre of the metropolitan region will continue, in this context, to play a major role in employment. The concentration of major cultural and tourist facilities and of the healthcare and education networks will contribute to the vigour of the region's centre.

At the same time, other poles like Anjou / Mercier, Longueuil / Boucherville, Saint-Hubert, Saint-Laurent / Dorval, Laval city centre and the Montréal Foreign Trade Zone at Mirabel will play an important role in defining the region's identity. Public investments will be concentrated in the historical poles of employment and residence. They will emerge from the region to consolidate the vocation of these poles. The development of structuring projects will be favoured in these areas. The results of strategy, adopted several years earlier, will prove to be particularly opportune in having contributed to the metropolitan region's competitiveness and viability.

The permanence of the territorial base for the practice and development of agriculture will have been assured. The priority use of land in agricultural zones for agricultural purposes will then be an established fact. The agricultural zone will be considered an essential component of the urban ecosystem and an integral part of the sense of affiliation to the metropolitan community. The contribution of agricultural activity to Greater Montréal's economic dynamism will be recognized. The cohabitation between agricultural and non-agricultural uses in agricultural zones and the interface between the agricultural zone and the urban zone will be harmonious. The encroachment and expansion of urbanization in the agricultural zone will have been limited. Real estate speculation will no longer be an obstacle to a dynamic agricultural metropolitan economy, since many agricultural lands will have been reassembled and revitalized. Metropolitan agri-food production will then be recognized and renowned for its quality and economic competitiveness.

For its recreational needs and tourist potential, the metropolitan region will rely on a network of major regional parks which will be completed by a large reserve of green spaces located in the centre of Greater Montréal. In the first place, Mount Royal will be reclaimed and recognized by every inhabitant of the region as the emblematic heritage site *par excellence* of the metropolitan region. The views of the mountain will have been protected, which will beautify the metropolitan landscape.

The shores, islands and bodies of water of the metropolitan territory will also have been protected and reclaimed, as well as the Monteregian hills. The region will benefit from air and water of outstanding quality. Important environments in terms of biological diversity will have been preserved, while efforts to reduce industrial pollution attributable to atmospheric emissions will have borne fruit.

Public investments will support a growth strategy for the region, inspired by the principles of sustainable development and responding to planning choices. Urban development will primarily be geared to what already exists: neighbourhoods, buil-

dings, economic poles, infrastructures, vacant spaces and decontaminated land. The Montréal metropolitan region will be living in an era of urban redevelopment.

Goods and people will benefit from increased mobility in the metropolitan region. Manufacturing, distribution and employment centres will be linked to transportation and communication networks in a planned and coordinated manner, which will help to ensure their reach.

The region's inhabitants will be able to get around easily to run errands, entertain themselves and socialize. Walking, bicycling and mass transit will be attractive choices to travel in the neighbourhood or get to regional service centres or places outside the urban area. Greater Montréal will be recognized for its low dependence on the automobile.

From a land use planning and development perspective, the combined action of the various government authorities will be considered to have contributed, over the years, to a significant tightening of the effects of urban expansion. Government intervention ultimately will have favoured the consolidation of the existing urban zones and economic poles while ensuring the protection of certain spaces (agricultural zone; shores, islands and bodies of water; green spaces in the centre; woods on the periphery; flood plains).

According to a management tradition that will be solidly rooted by then, government planning of the use of unbuilt territory will consider sensitive environments : water, soil and environments of interest because of their flora, fauna or forests.

GOVERNANCE AND JUSTICE MISSION

**In 2021...** citizens will be closely involved in civic life and democratic processes. Everyone will have the impression that they have a forum and opportunity to be heard and to influence decision-making. Political leadership and community commitment will be recognized as important values for collective well-being.

Personal security will be ensured throughout the metropolitan region so that harm to persons, property and goods is reduced to a minimum.

There will be a very great sense of belonging to the Montréal metropolitan community, which will contribute positively to the region's dynamic spirit. The problem of fragmentation of territories, powers and services will surely have been overcome by respecting the imperatives of efficient metropolitan management.

The region's political and administrative organization will be based on the principal of subsidiarity and will make equity, partnership, quality of life and sustainable development its core values.

A vision of the Greater Montréal's future, endorsed by all government departments and agencies and updated regularly, will ensure the coherence of government interventions in metropolitan territory.

**In 2021...** the MCMA will therefore rank in the forefront of major metropolitan regions in terms of its prosperity and outstanding quality of life. It will gain this envied position after 20 years of making solidarity, attractiveness, competitiveness and viability the keys to its land use planning and development.

Such, at least, is the wager that this vision of the future of the Montréal metropolitan region allows us to make.

### THE CONCEPT OF SPATIAL ORGANIZATION

To concretize this planning vision and be assured of sustainable development for the future, a form of organization is needed in which development can take root. Relying on the region's strengths, the spatial organization concept presented here is designed to assure the desired sustainability for the region's development in the decades ahead.

The spatial organization concept comprises the main structuring elements of the Montréal metropolitan region in terms of urbanization, land use and development of the territory. These elements represent undeniable achievements that it nonetheless appears imperative to consolidate or reclaim as part of a comprehensive development strategy. The spatial organization concept brings together the main strengths of the metropolitan region which, within a perspective of consolidation and enhancement, would contribute to the concretization of the government vision.

This concept has been formulated by considering the metropolitan region's existing development and the problems stated by the government departments and agencies. The concept is also inspired by the various works done previously, particularly by the City of Montréal on the occasion of *Plan témoin Horizon 2000* in 1967, by the Commission de développement de la région de Montréal in 1970 on the development of the Mirabel Airport region and by the Office de planification et de développement du Québec in 1978 during preparation of the *Option préférable d'aménagement* for the Greater Montréal region.

### A CONCEPT BASED ON NINE ELEMENTS ARTICULATED AROUND THE PRINCIPLE OF SUSTAINABLE DEVELOPMENT

The spatial organization concept comprises the following elements (Map 11):

1. A dynamic centre for the urban region and central neighbourhoods that can be revitalized at the heart of the metropolitan region.

2. Six priority economic poles where the international activities to be reinforced are concentrated and on which metropolitan economic development can be based.

3. Outlying suburbs surrounding the centre of the urban region, interfacing between the urban fabric, the agricultural zone and the major basins.

4. An east-west industrial axis including the Saint-Laurent / Dorval, Downtown and Anjou / Mercier poles, which should be networked and served by an efficient transportation service.

5. A north-south service axis linking the priority poles and secondary poles to be networked and developed, based on their mass transit infrastructures.

6. An agricultural zone occupying 54 % of the territory of the MCMA, which must be protected and reclaimed.

7. An accessible network of green spaces and major basins to be protected and reclaimed.

8. A network of census urban areas located on the perimeter of the MCMA, supporting the economic and urban development of Greater Montréal and which will be home to nearly 338,000 people in 2021.

9. A rural ring outside the MCMA, requiring planning, protection and enhancement of its natural and cultural character and tourist potential.

1. A DYNAMIC CENTRE FOR THE URBAN REGION AND CENTRAL NEIGHBOURHOODS THAT CAN BE REVITALIZED AT THE HEART OF THE METROPOLITAN REGION

The spatial organization concept depends, in the first place, on the consolidation and revitalization of the centre of the urban region. The notion of " centre of the urban region" was developed by the ministère des Transports within the context of its preparation of the *Plan de gestion des déplacements* (trip management plan). The centre of the urban region corresponds to a zone of economic activity generally contained between the centre of Île de Laval, between Autoroutes 15 and 19, on the north, the centre of the Island of Montréal, from Anjou to Pointe-Claire running east to west, and from Rivière des Prairies to the Saint Lawrence River, and most of the territory of MRC de Champlain, on the South Shore.

The centre of the urban region is the principal place of the region's employment (70 % of the jobs in the MCMA are found there), businesses and collective services. It includes the historical heart of the Greater Montréal region from which the economic structure of the metropolitan region has developed.

2. SIX PRIORITY ECONOMIC POLES WHERE THE INTERNATIONAL ACTIVITIES TO BE REINFORCED ARE CONCENTRATED AND ON WHICH METROPOLITAN ECONOMIC DEVELOPMENT CAN BE BASED

The spatial organization concept is based on the presence of a series of economic poles where more than 34 % of the metropolitan region's 1.7 million jobs are concentrated. More specifically, the six economic poles have a function that provides them with crucial scope in the spatial organization of the metropolitan region because of the presence of international companies and activities already or potentially located there. These poles are:

- Downtown Montréal : 296,720 jobs;
- Saint-Laurent/Dorval, bringing together 142,487 jobs and including Dorval International Airport;
- Anjou / Mercier, including nearly 58,814 jobs and an expanding port zone;
- Laval city centre, with 50,047 jobs;
- Longueuil / Boucherville / Saint-Hubert, which brings together 28,159 jobs and includes an airport inventory with great potential and a regional commercial pole;

- The Mirabel Foreign Trade Zone, with facilities and available space that make it a site with great development potential and which has 10,780 jobs.

The territory also includes a group of public service centres and industrial sites with activities that complement the priority economic poles. The function and specific role of each will have to be determined by the Communauté métropolitaine during the preparation of the metropolitan land use and development plan.

It is now an established fact that the Mirabel Foreign Trade Zone, chosen for its potential for attracting businesses with international reach, will be the focus of measures intended to channel and structure development and growth there in a manner that respects the municipality's dominant agricultural character, which the Government intends to preserve. The development measures for the Foreign Trade Zone will be developed and implemented jointly by the Government, the Communauté métropolitaine de Montréal and Ville de Mirabel.

### 3. Outlying suburbs surrounding the centre of the urban region, interfacing between the urban fabric, the agricultural zone and the major basins.

An outgrowth of the centre of the urban region, the outlying suburbs mostly contain low-density residential areas, 15 to 20 housing units per hectare, and thus can be considered suburban residential areas. They cover a territory between the centre of the urban region and the permanent agricultural zone.

The development of this space should be part of an objective of consolidation and self-financing of existing public services while respecting existing agricultural activities. Given the fact that part of the residential development will still be done in the northern and southern suburbs, the Government intends to deploy measures, in conjunction with the Communauté métropolitaine de Montréal, to channel development there so as to optimize the facilities and infrastructures currently in place and ensure their permanence.

### 4. An east-west industrial axis including the Saint-Laurent / Dorval, Downtown and Anjou / Mercier poles, which should be networked and served by an efficient transportation service

Following the Island of Montréal's east-west geographical orientation, it can be observed that three of the six priority economic poles adopted by the Planning Framework – Saint-Laurent / Dorval, Downtown Montréal and Anjou / Mercier – form a summary axial route in the central part of the region. At the ends of the Island of Montréal, the eastern and western parts also include poles, as specified in Part Two of the document (see Table 15), namely the West Island, which extends along Autoroute 20 and 40, and Pointe-aux-Trembles in the East Island. The centre of the Island of Montréal also features the presence of the Saint-Laurent East / Marché Central pole. The distribution of this chain of poles between the eastern and western ends of the Island in the central part of the region offers interesting potential for their consolidation and networking.

The two economic poles, Saint-Laurent / Dorval and Anjou / Mercier, are the two most structuring industrial sectors of this industrial axis. The western part features high technology and pharmaceutical

production activities requiring a very low-nuisance environment. The eastern part include, among other things, a more polluting industry (petrochemicals) and companies with activities linked to those of the Port of Montréal. Between the two, the Downtown core could continue to play a role as economic engine in the interfacing and development of these poles.

Because of their relative complementarity, these poles would gain from being linked by an efficient and safe transportation system. It must be noted, in conclusion, that the centre of this chain of poles is found at the centre of the region's main highway quadrilateral, bounded by Autoroute 40 on the north, Autoroute 15 on the west, the axis of Autoroute 720 and rue Notre-Dame on the south and Autoroute 25 on the east. The success of these poles will largely depend on the performance level of this highway quadrilateral.

### 5. A NORTH-SOUTH SERVICE AXIS LINKING THE PRIORITY POLES AND SECONDARY POLES TO BE NETWORKED AND DEVELOPED, BASED ON THEIR MASS TRANSIT INFRASTRUCTURES

Similarly, within the limits of the MCMA, a chain of priority poles are deployed from north to south. From downtown, the central point of the metropolitan skeleton, a north-south axis runs to Longueuil / Boucherville on the South Shore and, north of the Island of Montréal, connects with the Laval city centre pole. The chain extends north of Rivière des Mille-Îles to the service centres of Sainte-Thérèse and Blainville and, at the northern limit of the MCMA, the Saint-Jérôme regional pole.

The activities and public services located in the poles along this axis play a preponderant role in residential development. The MTQ's *Plan de gestion des déplacements* (trip management plan) provides for a Métro extension to Laval and Longueuil. The axis also includes two commuter train lines, Montréal / Blainville on the North Shore and Montréal / Mont-Saint-Hilaire on the South Shore. The projected residential development will therefore have to be established in this axis as a priority, along the mass transit rights-of-way.

### 6. AN AGRICULTURAL ZONE OCCUPYING 54 % OF THE TERRITORY OF THE MCMA, WHICH MUST BE PROTECTED AND RECLAIMED

The decreed agricultural zone occupies 54 % of the metropolitan region's territory. It contains 2,510 businesses and 10,600 direct jobs. Metropolitan agricultural production accounts for 16 % of the value of Québec's agricultural GDP. The agricultural sector is so dynamic that the metropolitan region's producers have to lease 29 % of the land they farm. The agri-food sector even appears to be a major job creator, since it employs 30,000 people in the manufacturing and transportation sector and 100,000 more in the tertiary sector.

The spatial organization concept thus integrates the permanent agricultural zone, which serves as a base for agri-food production **but not as a land reserve for future urban development**. The challenge therefore will be to implement efficient and adequate measures so that this agricultural zone, as a territory already utilized at full capacity, can be protected and enhanced for agricultural and agri-food purposes while respecting the environment, natural settings and the ecosystems' tolerance capacity.

### 7. AN ACCESSIBLE NETWORK OF GREEN SPACES AND MAJOR BASINS TO BE PROTECTED AND RECLAIMED

The spatial organization concept also integrates the network of green spaces and major metropolitan basins that must be reclaimed in conjunction with municipal bodies and community organizations. The many parks and major green spaces are strategic points for relaxation and for engaging in sports and outdoor activities, in addition to promoting the maintenance of plant cover and plant and wildlife habitats. Their networking within a ranked and integrating concept where their accessibility would be improved and their protection assured is therefore a guarantee of the MCMA's successful development.

The concept also includes a series of large basins which industrialization and designation of the shores for residential purposes in the 19th and 20th centuries have separated from the majority of their potential users: the entire population. Their reclamation, already begun, combined with an objective of general accessibility, is a priority action of the Planning Framework, as is the protection of spaces offering the greatest interest in terms of biological diversity, scenic quality and recreational and tourism potential.

### 8. A NETWORK OF CENSUS URBAN AREAS LOCATED ON THE PERIMETER OF THE MCMA, SUPPORTING THE ECONOMIC AND URBAN DEVELOPMENT OF GREATER MONTRÉAL AND WHICH WILL BE HOME TO NEARLY 338,000 PEOPLE IN 2021

The spatial organization concept also includes the major urban centres located on the perimeter of the census metropolitan area.

These urban areas have nearly 318,000 inhabitants in 2001. By 2021, they will be home to nearly 338,000 people, a growth rate of approximately 6 %. There are seven of them:

- On the North Shore:
  - Saint-Jérôme;
  - Lachute;
  - Joliette;
- On the South Shore:
  - Salaberry-de-Valleyfield;
  - Saint-Jean-sur-Richelieu;
  - Saint-Hyacinthe;
  - Sorel.

In a context where part of the metropolitan population will be reaching retirement age and will want to settle in an environment more withdrawn from the big city, and because of the economic goods producing structure of these regional urban centres, they will be called upon to play a major role in the organization and planning of the MCMA as a whole.

These centres will accommodate part of the metropolitan region's urbanization and will continue to sell a part of their goods production, given that the performance of these centres is primarily based on exporting their production to the major centres. In this regard, the harmonization of the regional strategic plans and the preparation of plans for the urban centres will be major components of their development.

## 9. A RURAL RING OUTSIDE THE MCMA, REQUIRING PLANNING, PROTECTION AND ENHANCEMENT OF ITS NATURAL AND CULTURAL CHARACTER AND TOURIST POTENTIAL

The spatial organization concept also proposes the establishment of a "rural ring". This ring, located on the outer perimeter of the MCMA, constitutes a vast area, the dominant natural or agricultural character of which must be protected and reclaimed, particularly because of its great potential for activities related to recreation and tourism. This reclamation must consider the characteristics of each part: agricultural, agri-food, agri-tourism, forests, natural spaces to be protected, landscapes to be reclaimed, etc.

The spatial organization concept also favours a concentration of the population in the census agglomerations of the neighbouring RCMs and in the priority growth areas that will be determined by the Communauté métropolitaine de Montréal.

# PART FOUR

## THE GOVERNMENT'S ORIENTATIONS AND EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL

Part Four indicates the Government's land use planning orientations for the Communauté métropolitaine de Montréal, in accordance with section 128 of the *Act respecting the Communauté métropolitaine de Montréal* (2000, c. 34). It also includes an orientation specifically addressed to the Metropolitan Community's neighbouring RCMs.[1]

These orientations arise from the Government's concerns and the issues raised in the Planning Framework for the Montréal metropolitan region. These orientations are in addition to those already communicated to the municipalities in 1994, 1995 and 1997[2], and those adopted by the Conseil des ministres in 1996 regarding Greater Montréal. In fact, they specify and complete these orientations, to which the Communauté métropolitaine de Montréal will also have to conform.

Expectations are also indicated to ensure the implementation of each of the Government orientations. These expectations were defined by considering all of the Community's jurisdictions. Some expectations refer to Community's jurisdictions not pertaining to land use planning. The Community may therefore make a contribution and fulfil its obligation by formulating various sector strategies integrated into its metropolitan land use and development plan, particularly with regard to transportation planning, economic development, cultural development and the environment.

The preparation of the Community's land use and development plan is seen as an overall planning exercise. This should allow the Community to include orientations that can be adopted for all of its fields of intervention, regardless of whether these orientations are directly or indirectly related to its land use planning and development. Such an approach will promote an integrated planning process within the Community.

The orientations and expectations presented in the Planning Framework are also being transmitted to the RCMs with all or part of their territory included within the Community. Within the context of review or amendment of its development plan, each of these RCMs will have to incorporate these orientations and expectations, adapting them to ensure the smooth transition between the current situation and the territory's new planning context which will begin following the adoption of the metropolitan land use and development plan in 2005.

This part also presents the support that the various government departments and agencies intend to provide to the Communauté métropolitaine de Montréal to help it meet the indicated expectations.

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1 Argenteuil, Deux-Montagnes (part not incorporated into the CMM's territory), La-Rivière-du-Nord, Montcalm, Joliette, D'Autray, Vaudreuil-Soulanges (part not incorporated into the CMM's territory), Beauharnois-Salaberry (part not incorporated into the CMM's territory), Les Jardins-de-Napierville, Le Haut-Richelieu, Rouville (part not incorporated into the CMM's territory), Les Maskoutains, La-Vallée-du-Richelieu (part not incorporated into the CMM's territory) and Le Bas-Richelieu.

2 Ministère des Affaires municipales du Québec. (1994) *Les orientations du gouvernement en matière d'aménagement du territoire;* (1995) *Les orientations du gouvernement en matière d'aménagement du territoire,* complementary document; (1997) *Les orientations du gouvernement en matière d'aménagement du territoire – La protection du territoire et des activités agricoles,* complementary document.

FIRST CONCERN

## AN URBANIZATION STRATEGY INTENDED TO LIMIT THE COSTS OF INFRASTRUCTURES AND COLLECTIVE FACILITIES WITHIN THE MCMA AND OUTSIDE THE MCMA

### *GOVERNMENT ORIENTATIONS*

**ORIENTATION N° 1:**

Consolidate the existing urban zones and limit urbanization on the periphery of these zones to the sectors that already have infrastructures and services, such as drinking water, sewage treatment, electricity, schools, roads, mass transit infrastructures, etc.

**ORIENTATION N° 2:**

Maintain and improve the existing facilities, infrastructures and collective services and control public investments better in the unserviced sectors on the periphery of the urban areas and in the sectors in periphery of the metropolitan region.

### *REMINDER OF THE PROBLEM*

The demographic growth of the past 20 years has triggered a growth in demand for residential space on the periphery, primarily in the existing urban zones, and a shift of jobs from the centre to the periphery. This has resulted in:

- Heavy consumption of space, which has led of a downward revision of 27,000 hectares to the agricultural zone;
- Sustained urbanization in the MCMA, which has lost the equivalent of 13,324 hectares of plant cover and a large part of the area of the flood plain;
- A marked increase in the demand for facilities, infrastructures and public services on the periphery;
- A devaluation of the centre of the metropolitan area as industrial space and a living environment, and a reduction of household size in the centre of the metropolitan area;
- An increase in mobility from or to low-density peripheral urban areas, translating into an increase in the number of motorized trips, the average distance travelled, use of automobiles and school buses, atmospheric pollution and, reciprocally, the decline of mass transit and non-motorized trips;
- Environmental deterioration characterized by intense pressure on the water, land and atmospheric environments.

Since urbanization has not been adequately planned, it tends to continue outside of the metropolitan region, in areas previously recognized as resort sectors.

### *THE ISSUES AT STAKE*

- Develop the territory to promote urbanization that limits the social and environmental costs and impacts and optimize use of all existing infrastructures and facilities.
- Develop the territory by considering heavy mass transit infrastructures as the backbone and ribs of the metropolitan region's future urban development.

### *DEPARTMENTAL CONCERNS*

Government departments are regularly faced with the obligation to meet new needs occasioned by the dispersion of the population, which leads to an increase in the demand for various public services.

The **Ministère des Affaires municipales et de la Métropole** considers that urban expansion has negative consequences for the development of the metropolitan region, wastes resources and unduly increases public spending. The establishment of the Communauté métropolitaine de Montréal and the preparation of the metropolitan land use and development plan provide the opportunity for municipalities to come up with a shared vision of the progress of urbanization and adopt concerted actions to ensure the harmonious and complementary development of all parts of the territory. Better management of urbanization should improve the living environment, the quality of life and the standard of living, both in the cities and in the rural communities. It does not mean stopping urban development, but managing it well.

The **Ministère des Transports** and the **Agence métropolitaine de transport** consider that the increase in the supply of mass transit services already specified in their respective *Plan de gestion des déplacements* (trip management plan) and *Plan stratégique* (strategic plan) is likely to remain ineffective if it is not supported by adequate urban development control and densification measures and by measures intended to limit individual use of the automobile.

The **Ministère des Transports** also considers it important to make land use planning choices which, on the one hand, consider the capacity of transportation networks and systems and preserve their functionality and, on the other hand, allow maintenance and improvement of the accessibility and development potential of marine, air and railway equipment and infrastructures.

The **Ministère de l'Environnement** considers that integrated management of land use planning would also allow better protection of natural environments (wetlands, watercourses, wooded areas, flood zones) and cultivated land and reduce polluting emissions at the source. This department is also determined that Québec respect its international commitments regarding the *Convention on Biological Diversity* (1992) and the *United Nations Framework Convention on Climate Change* (1992).

The Ministère de l'Environnement is also concerned about priority use of contaminated lands by companies that can take advantage of the soil decontamination program, which contributes to maintaining the population in the sectors to be rehabilitated.

The **Ministère de la Culture et des Communications** is interested in the consequences of urban expansion and particularly in the demand resulting from urban development in terms of new cultural facilities outside the centre of the metropolitan area.

The **Ministère de l'Industrie et du Commerce** is concerned about the absence of metropolitan planning regarding the location and development of industrial areas and the consolidation of existing and viabilized industrial areas.

At a time when immigration objectives have just been increased to between 113,100 and 124,000 newcomers by 2003, the **Ministère des Relations avec les citoyens et de l'Immigration** wants to diversify the

newcomers' first settlement locations, currently concentrated in the neighbourhoods at the centre of the metropolitan area.

The **Ministère de l'Éducation** observes that urban expansion has had major repercussions on the needs for school facilities, because it is exerting pressure on construction of primary schools.

The **Société d'habitation du Québec** is concerned about the quality of housing and the social costs associated with the current type of development and considers that it is important to maintain the supply on the market and access to quality housing, at affordable and accessible prices, for all types of households.

**Hydro-Québec** is concerned about the impact of the dispersion of development on the use of the existing power system. It wants better cooperation between municipalities and utilities to consider the concerns and expectations of each.

**Tourisme Québec** considers that the elimination of vacant land in downtown Montréal integrates into a set of measures that promote the improvement of urban planning and contribute to the quality of the visitors' stay and their appreciation of Montréal.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

#### Management of urbanization

- Consolidate the existing built urban environment based on criteria such as development sequences that favour optimum use of vacant land and infrastructures, or replanning of territories with redevelopment potential.

- Orient urban development within the urbanization perimeters by considering the availability and capacity of public services, equipment and infrastructures.

- Propose urbanization criteria to ensure a mix of functions and public services applicable both to the new sectors to be developed and the existing urban zones.

- The CMM is also invited to integrate criteria for environmental quality, architectural and construction quality, energy conservation and compatibility among the various urban functions in the planning and development of its territory.

#### Consolidation of major infrastructures and mass transit services

- Orient urban development as a priority to the sectors served, or which will be served in the near future, by mass transit networks, whether Métro, commuter trains, surface light rail (SLR) and metropolitan bus corridors. For the Planning Framework, the objective sought is the development of an area of influence extending up to a maximum of 750 metres from a mass transit access point.

- Densify the viabilized residential sectors located in the area of direct influence of the metropolitan mass transit infrastructures. In this regard, the Government proposes the following density targets[3]:

[3] To set the extremes, a net density of around 200 dwellings per hectare is common in old neighbourhoods such as Hochelaga-Maisonneuve, Verdun or Plateau Mont-Royal. Considering the more generous size of new dwellings, this density corresponds to construction on an average of four levels (ground floor + 3). The net density of 25 dwellings per hectare corresponds to individual residences constructed on 400 square metre lots (4,300 square feet). The targets would apply to land that could be the object of residential development or redevelopment.

| **Access distance to mass transit** (metres) | **Net residential density targets** (dwellings per hectare, apart from public roads, parks, etc.) | | |
|---|---|---|---|
| | Métro | SLR | Trains/ Métrobus |
| 0-250 | 200 | 135 | 75 |
| 250-500 | 150 | 100 | 50 |
| 500-750 | 100 | 65 | 25 |
| **Average** | **125** | **80** | **40** |

- Outside the area of direct influence of the metropolitan mass transit networks, provide for densities and land use planning criteria and location criteria for service activities that favour efficient service by mass transit or other modes replacing the automobile.

- Ensure that access points to mass transit equipment and services become poles of service and community life, by concentrating community services, daycare centres, stores carrying essential goods and other functions in their area of influence.

### Optimization of existing infrastructures

- Regarding the location and establishment of businesses and projects involving major movements of labour, customers or goods, such as commercial and industrial spaces, provide for location criteria and an evaluation of the impacts relating to:
  - projects mainly resulting in passenger trips to ensure adequate access to mass transit or car pooling and other non-motorized modes;
  - traffic flow and safety on the local and metropolitan road network;
  - neighbourhood nuisances and pedestrian access;
  - the flow and safety of exchanges with the superior highway network and its capacity to handle them (interchanges, access, etc.).

- Provide for urbanization criteria relating to management of access to the superior highway network and to subdivision, authorized uses and new construction along the superior highway network with the aim of:
  - promoting and consolidating the mass transit networks;
  - limiting direct access;
  - reducing points of conflict;
  - optimizing use of existing infrastructures and networks;
  - maintaining the functionality of the highway network;
  - promoting the safety of neighbouring residents and all users (pedestrians, cyclists).

### Consideration of the availability of public services

- Ensure the maintenance and improvement of existing collective facilities, equipment and services by promoting their use and accessibility while considering their capacity and their functions.

- Direct new facilities, equipment and services to the MCMA's existing urban zones while giving preference to their optimum location (in the urbanization perimeters, near mass transit and existing residential zones, far from disaster risk zones and noisy zones) in response to social needs and by rationalizing public expenditures and land use.

- Ensure that the presence of the public service networks is considered in municipal subdivision plans to promote concerted action by the stakeholders directly concerned while allowing better integration of the networks in new residential developments (for example: power lines, gas lines, road rights-of-way, etc.).

- Provide for the necessary permit issuing conditions to prevent construction or uses in public servitudes (e.g. power transmission lines, highway rights-of-way).

### *GOVERNMENT SUPPORT AND COMMITMENTS*

The **Ministère des Transports,** in its *Plan de gestion des déplacements de la région métropolitaine de Montréal* (trip management plan for the Montréal metropolitan region), has presented its transport planning objectives and orientations. The plan gives priority to interventions promoting the revitalization of the territory at the centre of the metropolitan area, economic development and improvement of the quality of life. It also specifies the investments that the department intends to realize by 2010, particularly regarding demand management and improvement of the supply of highway transportation and mass transit. The CMM will also have at its disposal the Lanaudière, Laurentides and Montérégie regional transportation plans, which will specify the problems and stakes of transportation and land use planning on the periphery. The department intends to implement a permanent concerted action mechanism for the main transportation partners to support the CMM in its planning process and the exercise of its jurisdictions regarding transportation, particularly in determining the metropolitan arterial network.

The *Strategic Plan* of the **Agence métropolitaine de transport** contains information useful to the CMM on management of transportation demand and the supply, promotion and development of mass transit. The close complementary relationship between land use planning and transportation is central to this Planning Framework. The two truly metropolitan institutions, the AMT and the CMM, are therefore called upon to work closely with each other. For the year ahead, the AMT will revise its *Strategic Plan* and the CMM will produce its *Strategic Vision Statement*. These two processes will reach their conclusion simultaneously in June 2002. The AMT hopes that the CMM will get actively involved in revising its *Strategic Plan*. It is also willing to provide the CMM with all the cooperation it considers useful for the preparation of its *Strategic Vision Statement*.

The **AMT** also intends, in collaboration with the CMM, to participate in defining the policies intended to control the supply of parking spaces on the CMM's territory based on mass transit services, density, commercial activities and services (on-street parking, by-laws prescribing a maximum number of parking spaces to be offered per dwelling or per built area of commercial or office space).

The **Ministère de l'Environnement** intends to support the CMM so that the orientations of the sustainable development implementation guide are concretized in the metropolitan land use planning concept.

In addition, the **Ministère de l'Environnement**, in 1996, adopted its *Stratégie de mise en œuvre de la Convention sur la diversité biologique* (implementation strategy for the Convention on Biological Diversity), which particularly gives preference to more compact development of urban zones while promoting integration of green spaces into

the built territory's land use planning. The *Plan d'action québécois 2000-2002 sur les changements climatiques* (2000-2002 Québec action plan on climate change) presents nearly forty actions which should enable Québec to respect its international commitments in the struggle against the effects of climate change. The department is currently preparing an implementation guide for sustainable development, the *Guide de mise en œuvre du développement durable*, which can inspire the preparation of the metropolitan land use and development plan. It also points out the necessity of integrating the *Politique de protection des rives, du littoral et des plaines inondables* (policy on preservation of banks, shoreline and flood plains), considering the restrictions and other measures specified during the preparation of the maps of land use restrictions. Finally, it notes the support offered by the rehabilitation program for contaminated urban land, the *Programme de réhabilitation des terrains contaminés en milieu urbain – Revi-Sols – Phase 3*.

**Hydro-Québec** offers its cooperation to the CMM regarding the residential, commercial and industrial development choices that favour optimum siting in view of the availability of power sources. Several means have been developed and made available. The utility therefore proposes that the CMM study the document *Lotissement et réseaux de distribution : Guide des bonnes pratiques*, the good practices guide to subdivision and distribution systems, which resulted from a collaboration with Bell Canada and the Union des municipalités du Québec, and the documents *Le Bon arbre au bon endroit* (The right tree in the right place) and *Répertoire des arbres et des arbustes ornementaux* (Directory of trees and ornamental shrubs), which are tools for preventive urban forest management.

In addition, wherever possible, Hydro-Québec intends to:

- Harmonize its interventions with those of other users of the territory of the Communauté métropolitaine de Montréal;
- Establish an interactive relationship with the bodies responsible for the CMM's land use planning and development;
- Incorporate the CMM's projects into its intervention plans;
- Participate in the regional forums established on the CMM's initiative, which will discuss topics likely to have an impact on the implementation and management of power system equipment, such as water management, extension of urbanization, public safety, etc.

**Société immobilière du Québec** intends to derive more benefit from the recycling potential offered by unused public facilities such as schools, municipal and federal buildings and parapublic institutional buildings.

The **Ministère des Relations avec les citoyens et de l'Immigration** intends to participate in the preparation of the CMM's metropolitan land use and development plan so that the concern for integration of newcomers is taken into account through the use of municipal activities, services, facilities and equipment.

In planning of collective facilities, the **Ministère de la Culture et des Communications** intends to share its metropolitan vision of cultural facilities with the metropolitan and municipal bodies. This vision will also establish the distribution of responsibilities among the various stakeholders.

The department will continue to support municipal bodies in the establishment of a network of neighbourhood facilities such as the library network and to assist non-profit organizations in the consolidation and implementation of specific facilities, including production sites. In this context, the MCC will promote the reutilization of public buildings and religious buildings left vacant.

The Ministère de la Culture et des Communications will enter into agreements with religious bodies to establish an action plan for consolidation of religious properties of heritage interest.

The departments concerned with the quality of housing, the quality of life, architectural integrity and protection of the landscape intend to promote the use of architectural competitions for the construction of collective facilities in a perspective of exemplary excellence.

This practice could be concretized, among other means, by the adoption of an urban planning and architecture competition policy for the production of studies of potential, site development plans and architecture concepts for the development or redevelopment projects located in the area of direct influence of major mass transit infrastructures.

## SECOND CONCERN

## URBANIZATION AND HOUSING TYPES CONTRIBUTING TO ENSURE A DIVERSIFIED SOCIAL COMPOSITION

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 3:**

Promote and support urbanization that seeks diversity of housing types and collective services within the perspective of a social mix.

### *REMINDER OF THE PROBLEM*

The Montréal metropolitan region is composed of different living environments and populations with various characteristics. The gathering of socioeconomic groups in sectors specific to each makes it more difficult to share common values around a coherent development project.

The centre of the metropolitan area is characterized by the presence of a large proportion of households with below-average socioeconomic conditions, often comprising a single person. The presence of seniors is greater and the centre remains the primary place of accommodation of international immigrants.

The northern and southern suburbs are occupied in greater proportions by young homeowner family households with higher incomes.

### *THE ISSUE AT STAKE*

- Create socially diversified living environments.

### *GOVERNMENT CONCERNS*

Several government agencies are concerned about the concentration of poverty in the central neighbourhoods of the urban region.

For the **Ministère de l'Éducation**, the concentration of poverty makes it difficult to implement educational programs and assistance and support measures for the most disadvantaged pupils, with the objective of promoting the academic success of the greatest number.

One of the measures proposed by the MEQ to support pupils who are disadvantaged or have learning difficulties is the reduction of the teacher-pupil ratio, with gradual implementation over the period from 2000-2001 to 2003-2004. This reduction is greater in the case of schools in disadvantaged environments, which are found in great numbers in the urban zones.

Better heterogeneity among groups of pupils would promote academic success and produce better results in terms of learning about cultural, social and economic diversity.

The Ministère de l'Éducation is particularly concerned about the supply of public services (pools, arenas, libraries, cultural centers, etc.) for school age youth in the neighbourhoods at the centre of the metropolitan area, where a high concentration of poverty currently exists.

For the **Ministère de la Santé et des Services sociaux**, too much homogeneity of land use makes it more difficult to implement centres and services for seniors, who want to remain in their respective living environments.

For **Société d'habitation du Québec**, the necessity to assure all households of access to housing adapted to their needs assumes diversification of the supply of housing and a better balance in spatial distribution. This must consider the diversification of households and their choice of living environment, which particularly includes the concern for facilitating the maintenance of seniors in their environment and the presence of families with children in the central neighbourhoods through an appropriate supply of services and land use planning.

The **Ministère des Relations avec les citoyens et de l'Immigration** intends to achieve greater diversity of the places of accommodation and settlement of newcomers. The MCMA has received 85 % of all immigrants to Québec since 1995. However, 75 % of immigrants settle on the Island of Montréal upon their arrival. The departmental objective is to ensure that 25 % of newcomers settle outside the MCMA. In the interim, improvement of the quality of land use planning in the Island's central neighbourhoods remains a priority for the MRCI, in view of the fact that the majority of immigrants still choose to live there.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

#### Residential and social diversity in the planning of the urban framework

- Provide for urbanization criteria that make it possible to assure a balance in the supply of housing for all types of households in each development project.

- Provide for planning criteria that ensure the availability of housing that meets the needs of families with children, especially in the neighbourhoods where new immigrants settle.

- Consider access to ownership for low-income households in the criteria for revitalization of old neighbourhoods.

- Integrate the criteria for the supply of collective sports facilities (pools, arenas, bicycle paths, etc.), educational facilities (libraries, etc.), cultural facilities (cultural centres, etc.) and health facilities in the management of urbanization at the metropolitan level and in each borough.

### *GOVERNMENT SUPPORT AND COMMITMENTS*

The **Ministère des Relations avec les citoyens et de l'Immigration** intends to be a major participant in better defining the needs of newcomers, particularly in the Côte-des-Neiges, Parc-Extension and Saint-Laurent neighbourhoods. These needs also pertain to the improvement of the diversity of housing in the central neighbourhoods of the suburban municipalities.

**Société d'habitation du Québec** intends to pursue its collaboration in the establishment of housing needs and respond to them through its housing assistance and habitat improvement programs.

## THIRD CONCERN

## AN IMPROVED QUALITY OF LIFE IN OLD OR DETERIORATED NEIGHBOURHOODS

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 4:**

Rehabilitate and reclaim old or deteriorated neighbourhoods in an objective of improving the quality of life, the habitat, collective facilities and services and the urban and architectural heritage, giving priority to the centre of the metropolitan area.

### *REMINDER OF THE PROBLEM*

The region is composed of different types of habitats and living environments, the general quality of which varies according to the needs and expectations of various types of households. Family households are primarily looking for space and safety so that they can raise their young children, while non-family households, often poorer and childless, are concentrated in old neighbourhoods where they can quickly find the services they need and cheaper housing.

The declining attraction of certain old and central neighbourhoods is explained, among other factors, by dilapidated public infrastructures, a high nuisance level attributable to traffic, contaminated soil, poor quality housing unsuited to family needs, etc.

To ensure a geographic balance in accommodating 275,000 new households that will be added by 2021, it is essential to maintain or ensure a quality of life in the central neighbourhoods that would be comparable to that of the peripheral sectors in the existing urban zones.

### *THE ISSUES AT STAKE*

- Maintain a quality of life in old neighbourhoods comparable to that of the new subdivisions.
- Preserve the diversity of functions and the vitality of Downtown Montréal and the old and central neighbourhoods of the metropolitan region.

### *GOVERNMENT CONCERNS*

Preservation and improvement of the quality of life throughout the metropolitan territory are a government priority.

The means that should respond to this government concern involve the establishment of measures, particularly in the old and central neighbourhoods, which would seek to support:

- access to homeownership;
- improvement of the general quality of the old housing stock;
- improvement of the quality of the living environment and the urban environment.

The quality of the living environment also involves the protection of the heritage features of old sectors, historic sites or properties, not only at the centre of the metropolitan area but throughout the metropolitan territory.

Regarding access to homeownership and improvement of the quality of the old housing stock, **Société d'habitation du Québec** considers that measures for this purpose should be part of the intersector urban renewal strategies mobilizing all the players of the communities concerned and taking advantage of the applicable government programs.

Parallel interventions are necessary to improve the general living environment so as to meet the public's expectations. These interventions include improving the quality of public facilities, increasing the area of parks and wooded areas, street design, improving the environment (air quality, noise level, cleanliness and safety, automobile traffic alleviation measures) and strengthening of mass transit infrastructures.

Also, as was previously mentioned, the **Ministère des Relations avec les citoyens et de l'Immigration** has adopted a new immigration policy intended to increase the number of immigrants significantly over the next few years. This immigration involves a large proportion of young families and seniors. The department is therefore concerned about the diversity of the supply of housing in the central neighbourhoods, particularly the availability of large dwellings corresponding to the needs of families with children and residences for seniors.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

#### An intersector metropolitan strategy

- Integrate into the development plan a metropolitan strategy for rehabilitation of urban centres and old neighbourhoods, taking into consideration the presence and capacity of the existing infrastructures.

- Give priority to redevelopment of sectors where traffic-related nuisances (noise, airborne dust) will be reduced. The CMM is particularly invited to determine the constraints (industries, quarries, sand pits, sewage treatment plants, waste disposal sites, transport, etc.) and assign designations that minimize conflicting uses.

- Ensure the maintenance of affordable housing in revitalization projects for old neighbourhoods, including possibilities of access to homeownership for moderate income households.

- Recognize, protect and reclaim sectors, heritage sites or properties and heritage environments, and consider archeological resources when redeveloping old neighbourhoods.

- Specify the potential for reuse of heritage religious properties currently abandoned or in the process of abandonment and enhance cultural facilities as a lever for redevelopment of old neighbourhoods.

#### Tranquility and safety of living environments in the centre neighbourhoods

- Plan or replan the public domain so as to make the central neighbourhoods safe and peaceful urban environments and living environments. The Community is invited to pay special attention to the area of influence of metropolitan mass transit networks.

- Determine the thoroughfares in the central neighbourhoods for which the current or projected presence raises major constraints to nearby land use and adopt the appropriate by-laws, in accordance with the *Politique sur le bruit routier* (policy on highway noise) set forth by the Ministère des Transports.

- Integrate the criteria intended to protect and increase green places in the built development.

- Integrate urbanization criteria and traffic calming standards into the rehabilitation of old neighbourhoods.

### *GOVERNMENT SUPPORT AND COMMITMENTS*

The **Ministère de la Culture et des Communications** is currently formulating a government policy on Québec's cultural heritage and will continue to protect properties with national legal status, through its programs among other means. It also intends to pursue its collaboration with the municipalities by signing cultural development agreements. These agreements are the preferred instrument for planning, management, access and participation in cultural life arising from the adoption of a cultural policy by the municipalities. These agreements will continue to establish, for example, the sharing of funding for restoration of heritage buildings and reclamation of the historic districts of Old Montréal and La Prairie, and the main landmarks of memory throughout the territory. Finally, the MCC recalls that Chapter 4 of the *Cultural Property Act* gives protective powers to the municipalities.

The Ministère de la Culture et des Communications intends to support the CMM by promoting renovation and implementation of cultural facilities in old neighbourhoods in a perspective of ensuring the vitality of the neighbouring sectors, with part of the emphasis on the determination of landmarks of memory in a perspective of networking and valuing of urban lifestyles.

The **Ministère de l'Éducation** has undertaken a study to evaluate the condition of the school board real estate inventory throughout Québec. Upon completion of this study, it will be able to have an objective and precise reading of the special needs of schools in old neighbourhoods of the Montréal metropolitan region. The priority measures to be implemented by the MEQ regarding the restoration and improvement of school buildings will be established based on the study's conclusions and the financial resources available.

**Société d'habitation du Québec** intends to continue its support for revitalization of old neighbourhoods by ensuring that the interventions are made in an intersector perspective integrating all dimensions of the habitat and promoting renovation of housing, improved planning of living environments, redevelopment of available buildings and access to homeownership, especially for young families, in these neighbourhoods.

The **Ministère de l'Environnement** will favour the selection of development proposals and projects based on the principles of urban ecology, principles based on criteria of sustainability and protection of the environment. It will also give preference to interventions contributing to the improvement of the quality of the living environment of city dwellers by putting the emphasis on environmental health and public health.

The Ministère de l'Environnement also intends to associate the CMM with the determination of intervention priorities for

the implementation of the *Programme de réhabilitation des terrains contaminés en milieu urbain Revi-Sols – Phases I and II* (rehabilitation program for contaminated urban land) and the rehabilitation of protected areas.

The Government intends to support the development of architectural criteria related to densification, use of mass transit and electric cars, the presence of community gardens and management of residual materials, recycling of materials and energy saving in its rehabilitation programs for old neighbourhoods.

The **MTQ** and the **AMT** intend to provide technical assistance, through guides or otherwise, to contribute to the development of tools for improvement of the quality of life, tranquility and safety in the central neighbourhoods. Some of the subjects that can be envisioned pertain to:

- determination of a metropolitan arterial network and a functional ranking of the local road network (municipal and boroughs);
- traffic management that fosters the reduction of motorized trips on residential streets and in the other sectors concerned;
- revision of the speed limits on residential streets and in the other sectors concerned, taking the road ranking into consideration;
- street layouts that make it difficult to drive faster than the authorized speed limits. Speed moderation particularly presumes a sharing of space more favourable to pedestrians and cyclists, rotary junctions, reduction of sight lines, speed bumps, elongated humps, dead ends, etc.;
- revision of the geometry of intersections with the aim of reducing the opportunities for conflicts among pedestrians, cyclists and motorists;
- localized reduction of street availability by recovery of the space devolved to on-street parking and other means;
- increase in the space exclusively reserved for pedestrians and cyclists;
- increase in planted or landscaped areas.

**Hydro-Québec** wants to take the opportunity offered to it by the preparation of the metropolitan land use and development plan to inform the CMM about the implementation of its program to put the distribution system underground, the *Programme d'enfouissement du réseau de distribution*. The three components of this program are intended to increase the system's reliability while improving the esthetic quality of the urban landscape. This program can also contribute to the reclamation and rehabilitation of old and central neighbourhoods.

## FOURTH CONCERN

## STRENGTHENING OF THE ECONOMIC POLES CONTRIBUTING TO MAINTAIN GREATER MONTRÉAL'S INTERNATIONAL COMPETITIVENESS

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 5:**

Support the international development of the Montréal metropolitan region by contributing, as a priority, to strengthening the six major economic poles where international activities are concentrated:

- Downtown Montréal;
- Saint-Laurent / Dorval;
- Centre de Laval;
- Longueuil / Boucherville / Saint-Hubert;
- Anjou / Mercier, including the port zone;
- Mirabel Foreign Trade Zone.

Network the major economic poles with the existing and emerging poles of secondary activity, taking into account their functions and complementary relationship.

### *REMINDER OF THE PROBLEM*

The Montréal metropolitan region ranks 15th among the greater North American urban regions in terms of population and 32nd for population growth from 1990 to 2000 (245,000 people). Over the past ten years, the demographic centre of gravity and that of the North American market have continued to shift to the south and west, where the metropolitan regions have a growth rate ranging from 28 % to 83 %, while that of the Montréal region is at 7.6 %. The effect of this phenomenon has been to marginalize the northeast geographically. However, since 1993, the northeast, including Montréal, has repositioned itself in terms of the new economy.

Added to this is the increased competition among the world's major cities and urban regions which have a gross domestic product exceeding that of some countries: Tokyo (over $850 billion, New York ($650 billion), Paris ($300 billion), Chicago ($150 billion). In 2000, the GDP of the Toronto, Montréal, Vancouver and Calgary regions was $144 billion, $82 billion, $50 billion and $33 billion respectively.

This competition among major cities invites Greater Montréal to attach great importance to its priority economic poles and target niches capable of driving its economy in the international market, especially since polycentric urban regions perform the best.

Some economic poles, given their scope and the companies that comprise them, exert a determining influence on the capacity to attract activities and companies from the new economy or play a key role in the international positioning of Greater Montréal. These are Downtown Montréal, Saint-Laurent / Dorval, Anjou / Mercier, Centre de Laval, Boucherville / Longueuil / Saint-Hubert and the Mirabel Foreign Trade Zone.

The economic poles are not all structured for efficient service by mass transit. Service by automobile is often the municipalities' main urbanization criteria for planning and development of employment and service poles in their territory. This results in increased congestion, which reduces their accessibility by road for freight and employment.

### *THE ISSUES AT STAKE*

In a context where competition among the world's major urban regions is increasingly active, the prosperity of the Montréal metropolitan region is greatly dependent on its ability to compete with the world's other metropolitan regions.

In a planning perspective, the issues related to maintenance of this economic competitiveness are as follows:

- Reduce corporate production costs through an advantageous location near transportation infrastructures, taking the capacity of these infrastructures into account;
- Ensure easy mobility for the workforce;
- Preserve an outstanding quality of life in the urban region, a factor that increasingly influences corporate location decisions;
- Ensure development of the territory based on the priority economic poles.

### *GOVERNMENT CONCERNS*

In general, the Government's economic concerns for the Montréal metropolitan region primarily concern the improvement of the ability to attract foreign investment, and consolidation of their competitive position and export support for established companies.

The impact of traffic congestion on the ability to attract foreign investment and on the consolidation of the competition position of established companies is of special concern to the **Ministère des Transports.**

More specifically, **Tourisme Québec** would like to see the sustained extension of tourist development all year round and not only during the summer months, particularly by ensuring a better match between the supply of urban stays and the convention and outdoor activities during the winter months. In this regard, the expansion of the Palais des Congrès and the strengthening of the influence of Dorval Airport will help to alleviate this problem. The improvement of the quality of development in Downtown Montréal would also be essential to the recovery of tourist activity.

Complementary to this, the **Ministère de la Culture et des Communications**, while recognizing the importance of accessibility of cultural resources for the population as a whole, is concerned about maintaining the cultural industry's influence in the metropolitan and Québec economy.

The **Ministère des Affaires municipales et de la Métropole** recalls that it considers it essential to reconcile economic development with land use planning. Commercial and industrial development acts as a structuring factor in land use planning. If it is not planned adequately so that it is integrated into land use planning, this development may lead to overconsumption of land and the resulting urban expansion.

Land use planning must integrate the metropolitan region's economic development choices in terms of promotion and priority development axes with the considerations of land use and ranking of various urban functions. However, several departments have prepared strategies associated with economic development objectives that have a scope beyond the limits of the MCMA. This situation will necessitate, at the government and municipal levels, the design of a harmonization mechanism between administrative regions and with the outlying RCMs to ensure coherent interventions within the territory (see the Ninth Concern).

## *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

### Support for economic development and strengthening of the major economic poles

- Specify and recognize the six major international economic poles presented in the Planning Framework as the principal components of the metropolitan region's economic structure.

- Rank the poles of activity in its territory so that they are complementary with the six major economic poles of the Planning Framework.

- Promote a geographical consolidation of recognized universities, world-renowned centres of expertise, head offices of major communications companies and research centres with solid reputations, and contribute to strengthening the existing pools of creative people, organizations and cultural services.

- Strengthen the central part of the urban region as the economic heart of greater Montréal because of its characteristics related to employment, commerce, tourism, housing, entertainment and culture.

- Promote the enhancement of Downtown Montréal's image as the historical, cultural and socioeconomic centre of the metropolitan region.

- Integrate the objectives of increasing mass transit use and reducing automobile use into the planning and service of new or existing economic poles.

- Promote the concentration of commercial development in the sectors served by the Métro in Montréal and by an efficient mass transit network in the other municipalities, while fostering the maintenance and revitalization of the business axes of the central sectors.

- Ensure a mix of functions in the priority economic poles, including residential spaces near the major mass transit infrastructures, by providing for criteria of compatibility of the various uses to ensure the best possible quality of life.

- Integrate public services and utilities, including those provided by Hydro-Québec into the planning process that leads to the siting of any major equipment to serve the major economic poles.

- The Communauté métropolitaine de Montréal is also invited, in conjunction with the government departments with an economic mission, to set up a central development database with a view to establishing an accurate picture of the metropolitan economic structure.

## *GOVERNMENT SUPPORT AND COMMITMENTS*

The **Ministère des Transports** will contribute to reducing congestion on the Montréal highway network and to improve service to the poles by implementing its trip management plan for the Montréal metropolitan region, the *Plan de gestion des déplacements de la région métropolitaine de Montréal*. It will maintain its action on policies, standards and financial support to back up the marine, rail and air transportation partners and promote the development of intermodal services.

The **AMT**'s strategic plan provides for improvement of the supply of mass transit services in the axes serving one or more metropolitan economic poles. Ultimately, the AMT is aiming at complete service to the priority economic poles through an offering of mass transit services of sufficient quality to compete with the automobile.

Planning of passenger and freight transportation integrated with land use planning is essential to allow the implementation of local and government actions likely to encourage a greater number of companies to locate in the economic poles.

Regarding electrical infrastructures, **Hydro-Québec** offers municipal bodies expertise and support in supplying power to commercial and industrial complexes. The economic poles should be able to count on the presence of a reliable and efficient power system, capable of adapting to the service quality requirements of this specific clientele.

The **Ministère de la Culture et des Communications** intends to develop a partnership with Tourisme Montréal and the regional tourism associations (RTA) concerned in the form of agreements to promote the territory's cultural attractions and activities, to improve Downtown Montréal's urban environment and to stimulate tourism throughout the region. In this regard, the department is already supporting the implementation of a cultural showcase and a ticket office.

The Ministère de la Culture et des Communications intends to contribute, in conjunction with its government and municipal partners, to:

- make the vitality of the communications sector and the wealth of cultural attractions the major assets of a metropolitan economic development strategy;
- provide for a strategic of tax or other incentives, on a territorial basis, to accentuate development of key sectors, particularly in com munications;
- produce an international development strategy based on tourism and culture (heritage, major festivals, creative and dissemination facilities with international reach, etc.) in a perspective of deploying in the regions cultural events with tourist potential and potential for attracting foreign audiences.

The **Ministère de l'Environnement** recalls that the Government of Québec, guided by the principle of precaution, intends to favour the implementation of commercial and industrial projects that comply with the international commitments made by Québec when it adhered to the *United Nations Framework Convention on Climate Change*. The Government also intends to foster the economy's competitiveness by supporting energy efficiency programs and making more efficient use of resources that lead to a reduction of production costs and put companies in a better position to face international competition, as recommended by the *Plan d'action québécois 2000-2002 sur les changements climatiques* (p. 22) (2000-2002 Québec action plan on climate change).

The Ministère de l'Environnement also intends to associate the Communauté métropolitaine de Montréal, within the context of the preparation of its metropolitan land use and development plan, with the preparation of a metropolitan action plan that includes the following aims, among others:

- adherence of companies to the *Programme de protection du niveau de référence* (reference level protection program) which has the purpose of assuring the participating organizations that reductions of greenhouse gases will be taken into account. The metropolitan action plan also seeks to encourage companies to join ÉcoGESte, a voluntary registration program for greenhouse gas reduction by companies that will set up business in the six major economic poles, by offering them a coaching program to accomplish this;
- implementation of industrial ecology programs which support the reclamation of residual materials and the application of a closed-circuit production cycle, characterized by the transformation of polluting raw materials and low production of residual materials;
- environmental research and development to allow development and maintenance of a true environment industry, concretized by the emergence, for example, of high tech companies specializing in the reclamation of polluting materials and their transformation into energy substances or raw materials;
- implementation of a mobilization program for decision-makers intended for municipal, agricultural and industrial bodies to promote the implementation of urban and industrial ecology measures;
- practical applications for sustainable development through the network of businesses and industries established in the economic poles to promote competitiveness and emulation among these companies.

The Ministère de l'Environnement also intends to associate the Communauté métropolitaine de Montréal with the production of an opportunity study on the establishment, in one of the poles, of a research institute on climate change, from which the network will be established to link all six economic poles.

The Ministère de l'Environnement, in collaboration with the Ministère des Relations internationales, intends to pursue its efforts to attract international organizations related to the environment sector to Montréal.

The **Ministère des Ressources naturelles** is seeking recognition for Montréal as a world pulp and paper centre. For this purpose, the department intends to promote the retention and development of head offices already located in Montréal (e.g.: move from Toronto to Montréal of the Abitibi-Price head office) and the development of R & D infrastructures (e.g.: expansion of Paprikan, implementation of COESI, through ad hoc assistance) and the development of pulp and paper facilities. The MRN is also supporting the research and development projects of these companies under its technological mastery program, the *Programme de maîtrise technologique*.

The government also intends to work with the CMM so that economic considerations are incorporated into land use planning. After the Government's orientations are tabled, the Ministère des Affaires municipales et de la Métropole, in conjunction with the departments with an economic mission, will inform the CMM of the various components that are the focus of specific government concern.

## FIFTH CONCERN

## PLANNING OF PUBLIC TRANSPORTATION EQUIPMENT AND INFRASTRUCTURES WITH THE AIM OF CONSOLIDATING THE EXISTING URBAN ZONES AND THE MAJOR ECONOMIC POLES, WHILE REDUCING GREENHOUSE GASES

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 6:**

Encourage and support an urban form with the following aims:

- Regarding passenger transportation, increased use of mass transit and non-motorized modes and a reduction of use of the automobile;
- Regarding freight, optimum use of the strategic transportation network, strengthening of Montréal's competitive position as a manufacturing centre and continental freight hub;
- Regarding service to the major economic poles, support for their development through better integration of passenger and freight transportation systems and networks.

### *REMINDER OF THE PROBLEM*

From 1987 to 1998, motorized trips increased by 22% to over 7 million trips per day, while the population only rose by 10%. According to the MTQ's trend scenario, there will be more than 7.8 million more motorized trips per day in the MCMA, or 825,000 more than in 1998 (an 11.7% growth rate).

The growing motorization of the past few decades depends, among other factors, on the aging population, its dispersion as urban sprawl increases and the increasing access of women to the job market. Household dispersion, accompanied by the spreading out of jobs and services, is currently so great that intersuburban trips, more difficult to serve by mass transit, are those experiencing the greatest growth.

The increase in automobile trips observed over the past few decades is accompanied in parallel by a decrease in mass transit ridership. In 1973, the modal shares were 64% for cars versus 36% for mass transit (motorized transportation only). In 1998, the modal share of the automobile had grown to 81.5%, leaving only 18.5% for mass transit.

Moreover, the **Agence métropolitaine de transport** has calculated that, on the average, every year, for each household choosing to reside near the Métro instead of on the periphery of the metropolitan region, there are:

- 1,050 automobile passenger trips less;
- a 15,000 km reduction in urban automobile kilometrage;
- which is the equivalent of complete elimination of one automobile, or the second vehicle in a household;
- a 6,000 kilogram reduction in greenhouse gases;
- 625 more mass transit trips;
- 425 more trips on foot or bicycle.

However, the many advantages offered by mass transit, both from the individual and

collective point of view, will remain purely theoretical as long as the vast majority of households opt for residential sectors far from the mass transit axes, instead of for the immediate periphery of the metropolitan mass transit infrastructures.

If nothing is to attempt to change the current trends, the MTQ forecasts that, between 1998 and 2006, the number of mass transit trips will have declined by 8,600 heading to the Island of Montréal during the morning rush hour. This would build to a reduction of 37,100 trips in 2021.

The centre of the metropolitan area still concentrates a large proportion of trucking generating companies, which means that the central highway network is crucial to truck traffic. The increase in car and truck trips results in major congestion.

Since the early 1990s, the daily number of truck movements is growing at more than 2% per year in the metropolitan region. Montréal's function as a continental freight hub, one of its economic advantages, partially explains this growth. The vigour of its manufacturing sector, made dynamic by NAFTA and more generally by the globalization process, has also contributed to the increase in trucking. However, a significant share of this increase remains attributable to the dispersion of stores, offices, services and companies. About 85% of the approximately 120,000 daily truck trips registered in the year 2000 was internal to the region, meaning that their origin and destination were both located within it.

For manufacturing companies heavily dependent on deliveries of goods by truck and for those playing a role in Montréal's hub function, the increase in congestion penalizes them in terms of transportation costs and thereby reduces their competitiveness. For motorists, congestion is degrading traffic conditions and increasing travelling time. For stores, offices, services and non-manufacturing companies, congestion translates into an increase in the end selling price of goods and services. For residents living near highways and arterial networks and at the centre of the metropolitan area, congestion reduces the quality of their living environments and the environment as a whole due to the atmospheric and noise pollution it causes.

Finally, we should remember that by 2010 the *Plan de gestion des déplacements* (trip management plan) and the AMT's 1997-2007 Strategic Plan forecast that the Government will invest $1.56 billion in new mass transit infrastructures, including $500 million for renewal of assets. If all the projects currently under study are realized, these investments could even total $5 billion. The Government will also invest $2.27 billion to improve and redevelop existing highway infrastructures, without counting the projects under study for highway development.

### *THE ISSUES AT STAKE*

- Integrate transportation planning within a metropolitan perspective into land use planning;
- Develop mass transit so that it is the preferred mode of travel for people living in or travelling to the centre of the metropolitan region;
- Improve the functionality of the Québec strategic highway network and therefore its role in supporting the economic development of the MCMA, the neighbouring regions and Québec as a whole.

### *GOVERNMENT CONCERNS*

The government departments and agencies are concerned about the constant increase in automobile trips and the relative decline of mass transit.

The **Ministère des Transports** considers that improving the mobility of passengers and freight, within the perspective of consolidation of urban zones and reduction of the impacts on the environment, raises very important challenges. Concerted action is therefore necessary with the partners for better integration of networks and services.

The **Ministère de l'Agriculture, des Pêcheries et de l'Alimentation** is apprehensive about the possibility that companies will move to locations near highways in the periphery to avoid the constant hindrance to their trucking activities by highway congestion in the centre of the metropolitan area. These moves would exert strong pressure on the decreed agricultural zone and could weaken existing zones of industrial activity.

The **Agence métropolitaine de transport** observes that these apprehended moves by companies from the centre, even though they are well served by the major mass transit infrastructures, to the periphery which is practically inaccessible except by automobile, would be at cross purposes to the recovery of mass transit if they were confirmed.

The **Ministère de l'Environnement** is concerned about the impact of the increase in automobile trips on ambient air quality and public health. It confirms the importance of promoting the use of mass transit, reducing the use of individual vehicles and promoting the use of vehicles with low energy consumption.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

Note: the following expectations complement those presented under Orientation N° 2.

#### Strengthening the functionality of road networks

- Determine a metropolitan arterial network in support of the highway network under the MTQ's responsibility.

- Provide for criteria to rank the existing and projected local road network (municipal and borough) so that planning and development choices can be made, particularly taking advantage of the existing road infrastructures.

- Prescribe minimum management standards for the arterial road network and standards for harmonization of traffic signal and traffic control rules between the arterial network and the other municipal networks.

- Consider questions relating to transportation safety within the context of preparation of the development plan.

- Integrate, within the context of its transportation actions, specific targets for reduction of automobile use and nuisances caused by traffic in residential communities, and encourage the municipalities to adopt the appropriate rules and means for land use planning.

- Integrate the criteria proposed by the MTQ for management of access and urbanization along major highway axes to protect their functionality and improve highway safety.

- Integrate criteria relating to the visual environment and signage into the planning of the passenger and freight networks.

**Support for the development of mass transit and replacement options for self-driven trips**

- In the exercise of its general jurisdiction regarding mass transit and the metropolitan arterial network, ensure adequate mass transit service to the major economic poles.
- Adopt, within the context of its transportation jurisdiction, targets to increase mass transit use adapted to each type of urban context and each type of user.
- Adopt urbanization rules or criteria to give priority to urban development or redevelopment interfaced with metropolitan mass transit infrastructures, and encourage the use of these infrastructures as the principal levers of metropolitan and local urban development (see Orientation N° 2).

**Urban freight**

- Participate with the MTQ and its shipper and carrier partners, in developing a diagnosis of freight in the metropolitan region.
- Integrate the problem of urban trucking into the metropolitan land use and development plan, with priority to the following stakes:
  - location of stores, offices and companies;
  - harmonization of by-laws relating to local delivery schedules;
  - support for the less energy consuming, less noisy and less polluting vehicles for distribution of goods in the urban environment;
  - support for the development of the intermodality and complementarity of goods transportation equipment, networks and systems.
- Respect the trucking network established by the MTQ and recognize a trucking network on local roads, in relation to the realities or planning choices resulting in heavy traffic.

***GOVERNMENT SUPPORT AND COMMITMENTS***

The government departments and agencies give preference to the centre of the metropolitan area, near the metropolitan mass transit infrastructures, to locate and consolidate government or collective facilities and services with metropolitan scope. They will also consider the presence, capacity and functionality of the highway network.

The **Ministère des Transports** and the **Agence métropolitaine de transport** will implement mass transit network extension and demand management projects specified in their respective *Plan de gestion des déplacements* (trip management plan) and Strategic Plan.

The other actions planned by the MTQ are to:

- propose by November 15, 2001 a review of the institutional and financial framework of mass transit in the Montréal metropolitan region;
- support the development of alternative modes such as car pooling, bicycling,

walking and taxis. In particular, it will contribute to bicycle tourism with a financial contribution to the completion of the Green Road in 2005;

- propose legislative amendments to facilitate the optimization of mass transit services within the CMM's territory (integration of the CITs, harmonization of the organizations' territories);
- continue the review of the adapted transport assistance program and the legal supervision of the taxi industry and review the *Programme d'aide gouvernementale au transport en commun* (government assistance program for mass transit).

The MTQ also intends to help companies that will set up Employer programs to reduce the number of car trips. An amount of $10.3 million is budgeted for this purpose for the 2000-2005 period. Some 5,000 companies and educational institutions are the priority targets in the Montréal region under the *Plan d'action québécois 2000-2005 sur les changements climatiques* (p. 33) (2000-2005 Québec action plan on climate change).

The AMT also intends to develop urbanization criteria, with the collaboration of the Communauté métropolitaine de Montréal, which would make it possible to enhance the physical and symbolic presence of mass transit in the urban environment, particularly concerning:

- use of soil materials;
- specific urban signage and movables;
- the definition of mass transit access routes giving priority to pedestrian comfort and safety;
- development of covered and heated waiting areas for the benefit of mass transit users.

The **Ministère de l'Environnement,** in order to contribute to the reduction of greenhouse gas emissions, 55% of which are generated by light vehicle passenger transportation, intends to implement a mandatory vehicle inspection and maintenance program in phases starting in 2002. The first phase of this program will apply to heavy vehicles in all regions, except for the northern territories, and to light vehicles in the Montréal region, under the *Plan d'action québécois 2000-2005 sur les changements climatiques* (p. 35 and 36) ( 2000-2005 Québec action plan on climate change).

The Government also intends to involve the CMM in the promotion of initiatives with the aim of implementing conditions favourable to car pooling to the detriment of one-passenger car trips, particularly through Employer programs and a parking policy.

Finally, the Government intends to associate the CMM with the promotion of mass transit modes adapted to the needs and demand, such as tramways (surface light rail: SLR), collective taxis, minibuses, self-service vehicles and others, giving priority to service to the downtown area and the other economic and employment poles of the metropolitan region.

## SIXTH CONCERN

## PROTECTION AND RECLAMATION OF THE AGRICULTURAL ZONE AND ECONOMY

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 7:**

Ensure the permanence and the sustainable land use planning of the decreed agricultural zone by promoting optimum enhancement of metropolitan agricultural and agri-food potential, in a perspective of economic growth, job creation and environmental protection.

### *REMINDER OF THE PROBLEM*

Between 1981 and 1996, nearly 27,667 hectares of land was removed from the decreed agricultural zone located within the territory of the Communauté métropolitaine de Montréal after the agricultural territory's limits were revised. Parallel to this, the area used by agricultural operations increased by 12,645 hectares during the same period.

Non-agricultural uses in the agricultural zone and applications for removal of arable land to expand the urbanization perimeters exert pressure on the agricultural zone and threaten its permanence.

At the same time, this concentration of agricultural activities in certain regions is the source of special concern, as recalled by the report of the Commission sur la gestion de l'eau au Québec (2000) of the Bureau d'audiences publiques sur l'environnement:

> "While the areas used fell from 3.4 million to 1.9 million hectares, agricultural activities were concentrated in certain regions that now face serious problems: diffuse and episodic pollution, degradation of soil quality, loss of biodiversity and wetland and aquatic habitats, conflicting uses related to degradation of watercourses, contamination of drinking water sources, and others.[4]"

### *THE ISSUES AT STAKE*

There are three kinds of issues related to agriculture and the agri-food industry:

- Integrate agriculture and the agri-food sectors as full components of the metropolitan region's economic planning;
- Ensure the permanence of metropolitan agricultural territory and activities;
- Promote the development of agricultural activities and harmonious cohabitation of uses within the agricultural territory.

### *GOVERNMENT CONCERNS*

The government departments and agencies are mainly concerned about the following points:

- urban expansion and diffuse urbanization in the agricultural zone and the lack of control of non-agricultural uses in the decreed agricultural zone;
- the lack of control of public and private investments in the unserviced sectors on the periphery of the urban zone and in the sectors on the periphery of the MCMA;

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[4] Commission sur la gestion de l'eau au Québec, *L'eau, ressource à protéger, à partager et à mettre en valeur*, May 3, 2000, Tome 2, p. 4. (Our translation.)

- the lack of reclamation for agricultural purposes of underutilized or unutilized sectors of the agricultural zone that have agricultural potential;
- the lack of accessibility experienced by agricultural producers to underutilized or unutilized lands of the agricultural zone that are fit for agriculture;
- the lack of integration of agricultural and agri-food activity into the metropolitan economy by enhancing its commercial, industrial, tourist and cultural dimensions.

The government departments and agencies want the decreed agricultural zone to be perceived from now on as an integrated component of the metropolitan region. They want to rely on its dynamism to ensure its optimum economic development. They also want to reclaim the agricultural heritage and, in this perspective, preserve the major heritage or scenic features of the agricultural territory. In short, the government departments and agencies remain greatly concerned about the difficulty of ensuring harmonious cohabitation of the agricultural and residential functions, both in the agricultural zone and on the fringe separating the urban from the agricultural environments.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

#### Protection of the agricultural zone

- Exercise restrictive control of urban expansion and diffuse urbanization. For this purpose, the CMM is invited to:
  - use the measures for management of urbanization within the urbanization perimeters to limit the impacts on the development of agricultural activities in the contiguous sectors and evaluate the possibility of reducing the area of the urbanization perimeters when it is unjustified;
  - contribute to reducing the speculative pressure on the urban periphery and recommend measures for reconversion of currently unutilized land to agricultural purposes;
  - allow reinclusion in the agricultural zone of adjacent sectors with agricultural potential which, based on the growth profile established, cannot be developed over the next 20 years and, in the event of non-reinclusion, allow agricultural activities in these sectors.
- Adopt and implement measures promoting the complementarity of the work of the metropolitan agricultural advisory committee (AAC) and existing AACs in the RCMs included in the MCMA.

#### Land use planning in the agricultural zone

- Encourage the municipalities to provide for land use planning by-laws that favour the cohabitation of functions and accessibility of services for the resident populations;
- Create a framework conducive to the maintenance and development of agricultural activities by exercising very restrictive control of non-agricultural uses outside the urbanization perimeters and destructured blocks;
- Implement measures to ensure harmonious cohabitation of agricultural and non-agricultural uses in conjunction

with the ACC. In this regard, the CMM is invited to:

- promote the establishment and support of agri-environmental clubs in its territory to sensitize agricultural producers to the need to adopt practices that will protect the environment;
- emphasize agricultural practices that help to protect wildlife habitats and favour ecotourism activities;
- integrate into its plan the minimum standards that should serve to determine separating distances in the agricultural environment.

- Protect the wooded areas and wetlands of the agricultural zone.

### Reclamation of the agricultural zone for economic development

- Prepare a strategic plan for agricultural and agri-food development, taking into account the plans of the neighbouring regions, and formulate recommendations concerning the use of the Metropolitan Development Fund;

- Give priority to the development of agricultural activities in the agricultural zone;

- Apply different measures to promote the agricultural reclamation of underutilized land in the agricultural zone (e.g.: reassembly program, tax incentives for development of farming operations, surtax on underutilized land).

### Reclamation of the heritage and cultural character of the metropolitan agricultural zone

- Recognize and protect the heritage features of the agricultural zones, particularly:
  - Landscapes (inventory and qualification);
  - Traditional agricultural production environments (livestock production, maple syrup production, orchards, natural fruit production zones, etc.);
  - Recognized historic sectors associated with a traditional agricultural mode of production which is specific or exclusive to them.

#### *GOVERNMENT SUPPORT AND COMMITMENTS*

The **Ministère de l'Agriculture, des Pêcheries et de l'Alimentation** and its partners will give preference in their strategic planning to the development of agricultural markets and the competitiveness of agricultural operations, food security, the environment and regional development. The first regional development target is support to adaptation of agricultural operations to the new economic realities, development and growth of the metropolitan agricultural and agri-food sector as a whole and reclamation and promotion of the agricultural sector.

The MAPAQ, in conjunction with its partners, intends to maintain the following levers of intervention:

- **Financial support**: for agriculture and the agri-food industry, the programs offered cover crop insurance, agricultural financing, regional assistance to businesses, assistance to agri-environmental investments, livestock health improvement, support to

research and support to sector and regional concerted action, and partial property tax rebates to agricultural operations;

- **Professional support**: these measures include consulting services to businesses, research and development, technology transfer, livestock health services, training of human resources and economic and commercial watch;
- **Regulatory supervision**: this mainly involves ensuring control of the safety and sanitation of agricultural, marine and food products, sanitary protection of animals, protection of the agricultural territory and activities, and collective marketing of agricultural and fishery products.

The MAPAQ will also encourage the adoption and implementation of interim control measures, allowing adequate verification of the implementation of new non-agricultural uses by the time the metropolitan land use and development plan comes into force.

The MAPAQ also intends to pursue discussions with the CMM for the creation of an agri-food commission which would bring together representatives of the municipal, agricultural and industrial communities. This commission would have the mandate, in particular, to prepare the strategic development plan for the agri-food sector and the recommendations for promotion of this sector and for use of the Metropolitan Development Fund.

The MAPAQ also recalls that it is implementing various programs and activities such as the establishment of a phytosanitary warning network to ensure rational use of pesticides, financial and technical support to technical guidance clubs and agri-environmental clubs, and financial support to the five agri-food round tables.

The **Ministère de l'Environnement** intends to:

- Make the following documents available upon their adoption, normally scheduled for 2001:
  - *Politique québécoise sur la gestion de l'eau* (Québec policy on water management);
  - *Stratégie québécoise sur les aires protégées* (Québec strategy for protected areas);
  - *Stratégie québécoise sur la diversité biologique* (Québec strategy for biological diversity);
  - *Guide de mise en œuvre du développement durable* (Sustainable development implementation guide);
  - *Guide d'élaboration d'un plan de gestion des matières résiduelles* (Guide to preparation of a residual material management plan).

- Promote participation and concerted action by the MENV's internal and external partners and other government departments and agencies and make them aware of the importance of environmental questions in land use planning.

The **Ministère des Ressources naturelles** intends to pursue its work for reclamation of private woods in the agricultural zone:

- The MRN offers owners of these woods financial and technical assistance for forest management interventions by means of its private forest reclamation assistance program, the *Programme d'aide à la mise en valeur des forêts privées*;

- The department also intends to maintain its forest resources reclamation program, the *Programme de mise en valeur des ressources du milieu forestier*. This program offers financial assistance for inventory production, planning or reclamation of various resources (wildlife, recreation, landscape, wood material) in the forest environment. It is administered with the contribution of the regional development council in each region.

Currently, each regional agency is completing a plan for protection and reclamation of private forests in its region (*Plan de protection et de mise en valeur des forêts privées*), which can serve as an input for sustainable land use planning of the agricultural zone. The MRN intends to contribute to the dissemination of these plans to strengthen and reclaim the characteristics of the permanent agricultural zone.

## SEVENTH CONCERN

## PROTECTION AND RECLAMATION OF GREEN AND BLUE SPACES AND PROTECTION OF HERITAGE AND LANDSCAPES UNDER A STRATEGY ON A METROPOLITAN SCALE

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 8:**

Protect and reclaim the green spaces and bodies of water in the metropolitan region, the landscapes and the heritage components of the territory:

- Recognition of the importance of Mount Royal as an emblematic heritage site of Greater Montréal, a major green space and the biggest mountain of the Monteregian chain;
- Protection of the Monteregians for their environmental, visual and recreational character;
- Protection and reclamation of green spaces of strategic interest for their biodiversity;
- Protection and concerted reclamation of the major basins of the metropolitan region;
- Increased public access to the shores, bodies of water and some islands of Greater Montréal if access does not harm the diversity and conservation of the threatened and vulnerable species or their habitats.

Protect and reclaim the natural, historical and architectural heritage and the landscapes.

### *REMINDER OF THE PROBLEM*

### 1. The forest and protected areas

From 1986 to 1994, the metropolitan region lost 30% of its forest and plant cover, or 133 $km^2$, to the benefit of urbanization of the territory. A large share of the vacant areas designated for residential use in the RCM development plans is superimposed on wooded areas and therefore threatens to make these natural spaces disappear. If the trend continues, in 28 years all the existing wooded areas will have been destroyed (467 $km^2$).

There are also 57 protected areas in the metropolitan region, covering an area of 187.8 $km^2$. This area corresponds to 4.3% of the territory, while the world average is 8%.

For many years, strong pressure has been observed related to development of the areas located around Mount Royal. Yet for these projects to consider the mountain's physical integrity and contribute to its protection, the municipal, institutional, government and private stakeholders would have to share the same vision of Mount Royal's development. Given the large number of projects, the determination of this shared vision is a government priority.

### 2. Shores, banks and bodies of water

Secondly, the number and quality of watercourses and the area of the flood plains have diminished over the past 20 years, particularly as a result of residential development.

The vast majority of the shores and banks of the metropolitan region are private, meaning that the public cannot have easy access.

Finally, and even more seriously, the water levels in the region's basins are falling due to lower flows from the Great Lakes. From June to September 1999, there was a sharp drop in the water levels in the Greater Montréal hydric system. This prolonged low water level was even more severe than that of 1964, the year which had been considered the benchmark up to then. The declining water levels risk having serious effects on the region, its ecosystem and its economy.

### 3. Heritage and landscapes

The MCMA has nearly 200 historic monuments classified under the *Cultural Property Act*. The mountains and basins break up its territory and offer the region unique landscapes that characterize it and represent a major attraction of its heritage and a key factor in the quality of life it provides to its residents. The view of certain village perimeters, like the profile of Mount Royal and the silhouette of the downtown skyscrapers are impressive spectacles both for tourists and for residents.

However, neither the metropolitan heritage nor the landscapes have been covered by a true policy of concerted and structured reclamation on a regional scale. The heritage protection agencies act on a local basis, without an overall vision. The Communauté métropolitaine de Montréal, because of its jurisdiction over land use planning and culture, could play an active role in defining this vision, in conjunction with the government departments and agencies concerned. This reclamation would improve the residents' quality of life and contribute to the tourist growth of Greater Montréal, which would generate economic spin-offs.

#### *THE ISSUES AT STAKE*

- Develop a shared vision at the metropolitan level for the protection and reclamation of major natural spaces and for improvement of public access to them;

- Alleviate the economic and environmental impacts of declining water levels.

#### *GOVERNMENT CONCERNS*

The government departments and agencies are concerned about the lack of reclamation of metropolitan bodies of water. Despite the fact that the Montréal archipelago is one of the biggest and most beautiful that can be admired in any urban region in the world, the people who live here cannot really take advantage of it. This concern extends to the region's major parks and to the green spaces located inland from the major waterways.

The Government would like the region's basins, like its green spaces and natural environments, be reclaimed to the benefit of the population to improve their quality of life. In particular, **Tourisme Québec** attaches great importance to the reopening of the Soulanges Canal to open up a major tourist pole in this sector of the region.

**Société de la faune et des parcs du Québec** and the **Ministère de l'Environnement** are concerned about the future of biodiversity and the protection of wildlife and plant habitats. Société de la faune et des parcs du Québec is especially concerned about the disappearance of certain species due to urbanization, overharvesting of natural resources, changes to the forest environment or backfilling and diking work.

Even more important is the falling level of the major watercourses. In a context where the concept of sustainable development guides the essentials of the land use planning process, particular importance should be given to this problem, which is likely to have long-term repercussions on:

- water inlets and filtration plants;
- sewage treatment plants;
- blue and green riverside recreational and tourist projects in Greater Montréal;
- commercial navigation between the Montréal region and the Great Lakes;
- pleasure navigation;
- hydroelectric generating capacity at the Beauharnois, Carillon and Rivière-des-Prairies generating stations;
- the archipelago's ecosystems.

### *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

#### Protection, reclamation and accessibility of green and blue spaces

- Prepare a conservation and reclamation plan for the green and blue natural territories of interest, taking into consideration their cultural, heritage, educational and recreational and tourist functions[5]. On this basis, the CMM is invited to:
  - Determine and characterize the major green and blue spaces to be reclaimed;
  - Ensure the networked development of the major basins by considering their historical, biophysical, heritage and cultural features and by formulating thematic approaches for each;
  - Consider the constraints imposed by the operation of existing hydroelectric generating stations and the generating potential of these bodies of water.
- Implement mechanisms for studying the impact of major development projects on the environment, the natural landscape and the cultural landscape.
- Establish criteria for public access to bodies of water, including mass transit, that local municipalities will have to include in their respective development plans.
- Provide for measures for the municipalities to limit public access to fragile environments at clearly specified locations.
- Integrate preservation measures for the banks, shoreline and flood plains in accordance with the *Environment Qua-*

[5] Based on this expectation, the CMM is invited to pursue implementation of the projects inventoried in 1992 by the Comité interministériel des espaces verts et bleus du Grand Montréal (interdepartmental committee on green and blue spaces of Greater Montréal) and the Ministère du Loisir, de la Chasse et de la Pêche, specifically:

- the greening of the Island of Montréal;
- the Eastern Crescent interregional park;
- the Ville de Montréal green network:
  - Mount Royal;
  - the north-south corridor;
  - the riverside itinerary;
- the Communauté urbaine de Montréal green network:
  - consolidation of the CUM's regional parks;
  - rehabilitation of streams, shores and islands;
  - the green corridors;
- development of Rivière des Mille Îles;
- development of Rivière des Prairies;
- the Ville de Laval woods;
- the North Shore peripheral bicycle network;
- the South Shore bicycle network;
- the Rivière Saint-Jacques regional park and the Saint-Lambert – Brossard – La Prairie bicycle link.

*lity Act*, the *Act respecting the conservation and development of wildlife* and the *Fisheries Act*, by implementing measures to counter the problems relating to backfilling of watercourses, particularly on the banks of the Richelieu River.

### Protection and reclamation of heritage and landscapes

- Contribute to the protection of the main landmarks of memory which have marked the territory's history and development, and formulate, for the urban zones to be consolidated, uses compatible with preservation of the heritage features of real estate inventory offering recycling potential. On this basis, the CMM is invited to determine the potential for reutilization of religious sites of heritage interest that are currently abandoned or in the process of abandonment and reclaim cultural facilities as a redevelopment lever for old neighbourhoods.

- Protect the main natural sites that have ecological and heritage value.

### Cultural and heritage reclamation of green and blue spaces

- Adopt permanent protective measures for the territory of Mount Royal by:
  - determining, in conjunction with Ville de Montréal, a body which will ensure concerted management of Mount Royal;
  - ensuring maintenance and improvement of the quality of green spaces in the zone where Mount Royal is located;
  - protecting and reclaiming the significant components of the built environment, the scenic environment and spaces for which development is interest-worthy;
  - ensuring preservation of the views of Mount Royal.

- Provide for measures to protect the landscape of the Monteregian mountains.

### Protection and reclamation of forests and woods

- Specify in the plan:
  - the woods and forest zones;
  - private lands where there is a wildlife development agreement between the property owners and the government;
  - sectors conducive to development of wooded corridors favouring wildlife movements and preservation of biodiversity.

- Propose conservation and reclamation measures for wooded zones.

- Record the standards for protection of trees and woods in the complementary document.

### Protection of habitats of threatened or vulnerable wildlife species

- Record in the metropolitan land use and development plan the existing wildlife habitats and sanctuaries and participate, in collaboration with Société de la faune et des parcs and the MENV, in determining new wildlife habitats and sanctuaries.

- Record in the plan the habitats of threatened or vulnerable species currently protected by regulation and implement designations, uses and standards which preserve and develop them.

- Specify in its plan any exceptional natural site or landscape or fragile ecosystem which could be designated as a site of ecological interest or as a conservation site.

The Government also invites the CMM to recognize and protect the wildlife habitats, particularly those where species likely to be designated as threatened or vulnerable are encountered.

### *GOVERNMENT SUPPORT AND COMMITMENTS*

In general, all of the government departments and agencies or their agents will participate in the conservation and reclamation of significant components of the built environment and the landscape.

More specifically for Mount Royal, **Ministère de la Culture et des Communications** will pay special attention to its protection and reclamation through concerted action by the various government partners.

The **Ministère de la Culture et des Communications** will develop the concept of cultural landscape in collaboration with the community. Case studies will be produced to determine the specific characteristics and needs of the CMM's territory. An action plan will follow these studies.

The department is particularly concerned about preservation of religious properties. It proposes to enter into agreements with religious institutions to establish an action plan for consolidation of religious properties of heritage interest.

Finally, the department will share its approach to cultural facilities with the metropolitan and municipal bodies. This approach will establish a sharing of responsibilities. It will continue to support the municipal bodies in instituting a network of neighbourhood facilities (e.g.: libraries) and in supporting non-profit organizations in the consolidation and implementation of specific facilities (e.g. : production sites). For these purposes, the department will promote recycling of public buildings and religious buildings left vacant.

**Société de la faune et des parcs du Québec** has adopted a strategic plan with interventions in four sectors.

- **Regarding conservation**, the Société gives priority to conservation of wildlife habitats in forest or agricultural sectors.

- **Regarding species**, efforts will be intensified to protect species with precarious status and ensure control of removal of wildlife resources.

- **Wildlife development** will be optimized within a sustainable development perspective so as to promote regional economic development.

- **Development and management of the network of parks and other natural environments** will focus on conservation of environments representative of Québec's natural regions or exceptional environments. Among the activities compatible with the notion of conservation, those geared to the discovery of the natural and cultural environment of these regions and their landscapes will

be favoured. The Société's action in this field will contribute actively to concretizing the objectives of the *Stratégie québécoise sur les aires protégées* (Québec strategy for protected areas).

Regarding protection of wetlands, Société de la faune des parcs du Québec and the MENV intend to work closely with the CMM in concretizing the *Politique de protection des rives, du littoral et des plaines inondables* (policy on preservation of banks, shoreline and flood plains).

Similarly, Société de la faune des parcs du Québec intends to involve the Communauté métropolitaine de Montréal in development of national parks by inviting it to present its position during creation of a park and participate in the harmonization tables that will be established by the Société to discuss park development perspectives.

Working actively on the preparation of the *Stratégie québécoise sur les aires protégées* (Québec strategy on protected areas), the **Ministère de l'Environnement** intends to collaborate with the CMM to achieve the strategy's objective. The MENV intends to sensitize the CMM and the municipalities in its territory to the necessity of integrating the priorities related to the protection of natural species that will have been targeted in the *Stratégie québécoise sur les aires protégées* (Québec strategy for protected areas), and in the *Stratégie québécoise sur la diversité biologique* (Québec strategy for biology diversity) in the reclamation of green and blue spaces and other natural environments.

The **Ministère des Finances** will study the possibility of introducing tax or other incentives for donors of land for the purposes of conservation and reclamation of natural spaces, shores or bodies of water. The department will announce its position at the appropriate time.

The **Ministère des Ressources naturelles** plans to update basic information (location, uses, conceded rights, constraints, etc.) concerning the lands over which it assumes management within the CMM's territory.

The department is also willing to cede these lands to any organization that will be mandated to carry out a project for reclamation of green spaces and bodies of water in the metropolitan region.

Regarding forest reclamation, the Ministère des Ressources naturelles intends to rely on all of its public and private partners to contribute to the conservation of exceptional forest ecosystems (old forest, rare forest, refuge forest for vulnerable species or species likely to be designated as vulnerable) found in private woods and on public lands. In this regard, the MRN's framework of intervention recognizes 89 sites within the territory of the MCMA, 12 of which have received scientific recognition.

Finally, **Hydro-Québec**, whenever possible, intends to:

- Harmonize its interventions with those of other users of the Communauté métropolitaine de Montréal's territory;
- Establish a relationship with the people responsible for the CMM's land use planning and development;
- Integrate the CMM's projects into its intervention plans;

- Participate in regional forums, organized on the CMM's initiative, which will discuss topics likely to have effects on the implementation and management of power system equipment and facilities, such as water management, extension of urbanization, public safety, etc.

EIGHTH CONCERN

## CONSIDERATION OF DISASTER RISKS IN LAND USE PLANNING AND ECONOMIC DEVELOPMENT DECISIONS

### *GOVERNMENT ORIENTATION*

**ORIENTATION N° 9:**

Contribute to public health, safety and well-being and to the permanence of investments by considering the risks of natural and manmade disaster in the decisions dictating economic development and land use planning.

### *REMINDER OF THE PROBLEM*

Several problem situations can cause disasters in the MCMA, such as floods, landslides or catastrophes of technological origin.

The Communauté métropolitaine de Montréal's territory is not free from the risks of natural or technological disaster. The floods caused by high water in the Great Lakes and the Ottawa River are notorious. We also know the effects of winter mild spells on the Châteauguay River and the annual floods of the Richelieu River. The concentration of industrial activities and management of residual materials also engender certain risks which can degenerate into disasters of potentially unexpected proportions. In the past few years, technological accidents have occurred in the MCMA, particularly the Saint-Basile-le-Grand PCB fire in 1988 and the used tire dump fire in Saint-Amable on May 16, 1990. Bringing together diverse activities and 47% of Québec's population, the metropolitan region has a higher concentration of disaster risks than Québec's other regions.

### *THE ISSUES AT STAKE*

Plan and develop the territory to ensure public health, safety and well-being while mitigating the risks and constraints:

- of natural or manmade origin;
- inherent in certain natural phenomena, particularly those related to flooding, both by free-flowing water and by ice jams, or to earth movements.

### *GOVERNMENT CONCERNS*

The government departments and agencies observe that disaster risks, regardless of whether they are of natural or technological origin, are not always consider in the decisions concerning land use planning or economic development in the metropolitan region.

The **Ministère de la Sécurité publique** and the **Ministère des Transports** are also concerned about the development of residential and public sites near transportation routes for hazardous materials (roads, railway tracks). Better integration of the planning of freight and urbanization appears to be necessary.

Finally, the **Ministère des Ressources naturelles** is concerned about the safety of citizens living in the residential zones located near the petrochemical production sectors in the eastern part of the Island of Montréal. The existing buffer zones appear

to be insufficient and original measures will have to be deployed to alleviate the risks, given the sector's highly urbanized nature and the proximity of industrial and residential zones.

The problem of technological risks associated with buildings, works and activities differs depending on whether we look at the sensitive sectors already built (where residential, institution and recreational uses are found) or those for which a development is foreseen.

In the case of sectors already built, it will be important, in the short term, to provide the metropolitan region with a plan to reduce the probability of a future technological or industrial accident and to mitigate its consequences (e.g.: municipal civil security plan).

In the case of sectors which are not yet developed but for which a development is foreseen, it is appropriate to plan land use based on segregated and complementary uses and functions, and on setting up buffer zones with the purpose of reducing subsequent disaster risks.

Therefore, actions should be modulated, whether in designation of land use, establishment of buffer zones or compatibility of uses. These actions should consider the nature of the recognized constraint, its probability of occurrence or manifestation (including the threshold of social acceptability), the potential consequences that it would produce in case of disaster, and the spatial and physical characteristics of each part of the territory. Based on the analysis, special protective and civil security measures should be implemented under a metropolitan emergency plan to respond efficiently to emergencies.

## *GOVERNMENT EXPECTATIONS REGARDING THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

### Consideration of flood zones

Certain expectations are a partial repetition of those already asked of all RCMs in Québec. They confirm the importance of the public health and safety component in land use planning and specify, where necessary, the collaboration expected from the Communauté métropolitaine de Montréal. These expectations can be summed up as follows:

- Incorporate into its plan:
  - the official map of flood zones established under the Canada-Québec Agreement;
  - the flood levels at its disposal, namely those determined during official mapping operations before the *Programme de détermination des cotes de crue* (PDCC) (flood level determination program);
  - the section or sections at risk specified by the PDCC;
  - the flood levels determined under the PDCC as soon as they are made available by the MENV;
  - the river section or sections and the zones susceptible to ice jam flooding which the MSP intends to specify to it.

- Adopt, for all zones at risk of flooding (0-20 year and 20-100 year recurrence), a normative framework with a minimum equivalent to the provisions of the *Politique de protection des rives, du littoral et des plaines inondables* (banks, shoreline and flood plain preservation policy).

- Record in its complementary document the description of any immovable subject to an exemption for a type of land use, construction or work prohibited by the general rules set down by the *Politique de protection des rives, du littoral et des plaines inondables* or obtained under the *Canada-Québec Agreement Respecting Flood Risk Mapping Applied to Flood Plain Preservation and Sustainable Development of Water Resources.*

- Ensure that the municipalities prohibit establishment of residential construction in the zones subject to ice jam flooding and adopt a normative framework to govern construction and development there, in accordance with the standards proposed in the *Guide pour déterminer et délimiter les zones inondables* (guide to determine and define the boundaries of flood zones).

### Consideration of earth movement risks

- Incorporate into its plan the government maps of the zones exposed to earth movements and, for the zones which have necessitated intervention and requests for financial assistance, designate all shoreline talus of bodies of water that are more than 5 metres high and have a slope greater than 25 %.

- Adopt a normative framework with a minimum equivalent to the Government normative framework to govern construction and development in zones exposed to earth movements determined by the Government or by itself giving priority to zones which have necessitated intervention in the field and requests for financial assistance.

### Consideration of technological risks

- Determine and locate the sources of major technological risks present in its territory (immovables, works, activities) which have been specified (recognized and located) by a government department or agency or a company.

- Provide for rules regarding buffer zones based on the principle of reciprocity, so as to prevent new sources (immovables, works, activities) presenting risks to settle near sensitive uses (residential, institutional, recreational) and conversely, to prevent these sensitive uses to settle near the sources of constraint.

### Control of environmental impacts of manmade origin

- Take ecological constraints into account so as to reduce the environmental and social impacts during preparation of the residual material management plan.

- Ensure the compatibility of designated land uses with:

  - production and treatment sites of hazardous materials and contaminated soil,

  - residual material disposal and recycling sites,

  - septic tank sludge disposal and treatment sites,

  - the presence of water purification and sewage treatment plants throughout its territory.

In this regard, the CMM will have to produce the required inventories.

- For reasons of manmade constraints and public safety, consider the proximity of railway, marine and air transportation equipment and infrastructures and power transformer substations in the designations, uses, criteria and location standards, particularly:
  - by limiting urbanization in the proximity of potential sources of nuisance such as airports, railway tracks, marshalling yards, waste disposal sites, sewage treatment plants and power transformer substations;
  - by providing for and maintaining buffer zones between these facilities and sensitive uses (residential, institutional and recreational);
  - by assuring them of adequate access;
  - by providing for conditions of access to the railway corridors for emergency response teams;
  - by determining zoning compatible with the existing facilities.

### *GOVERNMENT SUPPORT AND COMMITMENTS*

Regarding risk management and public safety, the Ministère de la Sécurité publique seeks to ensure the safety of people, property, and public equipment and infrastructures in flood and landslide risk zones as well as regarding the sources of risk of technological origin constituted by immovables, works and activities involving present or future risks in the territory.

In this perspective, the **Ministère de la Sécurité publique** intends to make the following commitments:

- In partnership with the Ministère de l'Environnement, the department will continue to determine zones where flooding and ice jam risks exist;
- In partnership with the Ministère des Transports du Québec, the department intends to provide ad hoc expertise on landslides and proposes to undertake a program to complete the determination of zones where risks of earth movements in clayey soil exist. In the near future, it will also propose a new normative framework to govern construction and development in the sectors subject to landslides.

Bill 173 on civil security, scheduled for adoption in autumn 2001, will clarify the different components of the Québec civil security system and the responsibilities incumbent on all parties concerned.

The bill proposes the drafting of supramunicipal civil security plans. Its adoption will be followed by the publication of departmental orientations guiding the drafting of these plans and, subsequently, the drafting of an appropriate regulation.

NINTH CONCERN

## INTERREGIONAL HARMONIZATION OF THE INTERVENTIONS OF THE CMM, THE REGIONS AND THE NEIGHBOURING RCMS IN A SPIRIT OF RECIPROCITY AND STRATEGIC ALLIANCE

### *GOVERNMENT ORIENTATION*

This orientation concerns the RCMs bordering the territory of the Communauté métropolitaine de Montréal.

**ORIENTATION N° 10:**

- Ensure integration of the agglomeration development plans into the development plans of the RCMs bordering the CMM for each of the following urban census agglomerations: Lachute, Saint-Jérôme, Joliette, Sorel, Saint-Hyacinthe, Saint-Jean-sur-Richelieu and Salaberry-de-Valleyfield.
- Protect and reclaim the country-life and heritage character of the territory's villages and consolidate the economy and the agricultural zone.
- Control public investments in the unserviced sectors on the periphery of the urban and village areas.

### *REMINDER OF THE PROBLEM*

The phenomenon of urban expansion is not only visible in the northern and southern suburbs around the Island of Montréal. In fact, with regard to urbanization, outside the official limits of the MCMA, demographic growth will be observed in the geographical axes following the main highway traffic routes.

Thus, between 2001 and 2021, growth in the parts of the administrative regions outside the MCMA will reach 10 % in Lanaudière, 15 % in the Laurentians (Laurentides administrative region) and 2 % in Montérégie, according to the demographic growth projections established by the MTQ.

The agglomerations will receive a substantial share of the growth in their respective RCM. Thus, in the northern suburbs, the Blainville and Saint-Sauveur agglomerations will receive more than three quarters of the demographic growth of the RCM of which they are part. On the South Shore, the three agglomerations outside the MCMA (Saint-Hyacinthe, Drummondville and Granby) will receive between 60 % and 92 % of the growth of their respective RCM.

Several government departments have developed strategies associated with economic development objectives, the scope of which extends beyond the MCMA's limits. This situation will necessitate the development of a harmonization mechanism at the government and municipal levels among the administrative regions and with the peripheral RCMs to ensure coherent interventions within the territory.

### *GOVERNMENT CONCERNS*

Government orientations in land use planning for the Communauté métropolitaine de Montréal will circumscribe the

activities that the regions intend to support or carry out.

The **Ministère des Régions** has clearly expressed its concerns about the interfacing required between strategic planning in the administrative regions and the planning the Communauté métropolitaine de Montréal will have to initiate in preparing its metropolitan land use and development plan.

The Ministère des Affaires municipales et de la Métropole must ensure consistency between the CMM's orientations and those of the peripheral RCMs and coherent management of urbanization to prevent dispersion of the population outside the metropolitan territory, among other consequences.

### *GOVERNMENT EXPECTATIONS REGARDING THE NEIGHBOURING RCMS OF THE COMMUNAUTÉ MÉTROPOLITAINE DE MONTRÉAL*

- For each urban census agglomeration, prepare an agglomeration plan based on all of the component municipalities.
- Determine the urbanization perimeters and the needs for infrastructures and public facilities, regardless of the municipal limits, on the basis of the entire census agglomeration.
- Integrate the problems and objectives of protection and reclamation of the country-life character of the territory's villages into the land use and development plan of each municipality.

### *GOVERNMENT SUPPORT AND COMMITMENTS*

The Ministère des Affaires municipales et de la Métropole intends to maintain its support to the regions in order to ensure harmonization of their interventions and the Government's orientations regarding the CMM. Thus, the Government intends to include a principle of reciprocity and strategic alliance around the following harmonization fields:

- concerted international economic promotion of the metropolitan region (investments, products and services);
- strengthening of the MCMA's priority economic poles;
- workforce training;
- development of social housing;
- artistic and cultural development;
- development of freight;
- development of mass transit;
- reclamation of the bodies of water and green spaces of the Greater Montréal metropolitan region.

# PART FIVE

## GOVERNMENT EQUIPMENT AND INFRASTRUCTURE PROJECTS

As specified in section 128 of the *Act respecting the Communauté métropolitaine de Montréal*, this fifth part indicates to the CMM the equipment and infrastructure projects that the government departments and agencies intend to pursue or implement within the territory of the Communauté métropolitaine de Montréal.

Although they are presented, these projects do not bind the department or agency which proposes them to an implementation schedule. The presentation of these projects primarily serves to improve the delineation of the land use planning operation which the Communauté métropolitaine de Montréal will undertake shortly. Discussions will continue between the Government and the Community over the next few months to specify the needs of all partners and integrate the projects better into the metropolitan urban fabric.

The equipment and infrastructure projects are presented according to three themes:

- Facilities and services for people;
- Transportation infrastructures;
- Tourist and recreational facilities.

## *FACILITIES AND SERVICES FOR PEOPLE*

The Government intends to maintain and improve collective facilities and services while maximizing their spin-offs for the urbanized environment. It therefore expects that the Communauté métropolitaine de Montréal, in conjunction with the municipalities and the government departments and agencies responsible, will give preference to optimum location and use of collective equipment in response to the public's economic and social needs. This location will have to be done within a perspective of redevelopment and reuse of the existing facilities before new public investments are allocated.

### A) MINISTÈRE DE LA CULTURE ET DES COMMUNICATIONS

The Ministère de la Culture et des Communications advocates public accessibility of existing cultural products and facilities, particularly in the sectors of the visual arts, theatre arts, heritage, archival resources and libraries.

The department intends to assist the municipalities and support the Communauté métropolitaine de Montréal in the renovation and revitalization of cultural facilities at the centre of the metropolitan area, within the perspective of boosting its recovery, by putting the focus on heritage through recognition of landmarks of memory at the heart of neighbourhood life.

The department wishes to maintain this cultural vitality, especially in the downtown core, which remains the major cultural pole in the metropolitan region. For this purpose, it therefore intends, over the next few years, to develop two major projects within the territory of the Communauté métropolitaine de Montréal

- The first is the construction of the Québec library, the Grande Bibliothèque du Québec, on the site of the existing Palais du commerce. The Grande Bibliothèque was the object of a government decision in 1998. An architectural competition was held in 2000 and the project is currently at the plans and specifications stage. Construction work should begin in 2001 and end

around summer 2003. Occupancy of the building is normally scheduled for autumn 2003.

- The second project will be carried out in conjunction with Société immobilière du Québec, namely the relocation of the Québec conservatories of dramatic arts and music. The two conservatories, which occupy the building at 100, Notre-Dame Est in Montréal (the Old Court House) will be relocated over the next two years so that major modernization work can be done on the building. The modernization work at 100, rue Notre-Dame Est will end in 2003.

### B) MINISTÈRE DE L'ÉDUCATION

Under its constituting act, the mission of the Ministère de l'Éducation is to promote, develop and ensure public access to education and knowledge. In Québec, schooling is compulsory from 6 to 16 years of age and is free until the end of college. These parameters create the obligation for the Ministère de l'Éducation to offer educational services to young people near their place of residence, particularly until the end of secondary school. Therefore, the department must provide for the needs of residential sectors under development by the construction of new schools.

As was shown in the previous parts of the report, in a context where urbanization is continuing according to low-density development models and in the assumption that the department would want to limit investments in construction of new schools, it would nonetheless be necessary to ensure that the existing schools are served by adapted school transportation. If the distances separating the schools from the residential neighbourhoods to be served increase, so will transportation costs and greenhouse gas emissions.

Furthermore, the Ministère de l'Éducation does not originate school building construction or expansion projects. It is the school boards, the CEGEPs and the universities which annually submit their requests for additional space to the department.

Thus, the school board or the college or university which proceeds with a request must prove to the Ministère de l'Éducation that it is necessary to construct or expand a school building to meet its clientele's needs. After analysis, the Minister of Education will decide on the relevance of including the submitted project in the requests for authorization of capital expenditures that he submits annually to the Conseil du trésor. Following a favourable decision from the Conseil du trésor, the Minister will announce to the educational institution the amount of the allocation granted to develop the investment project under consideration.

In this context, the Ministère de l'Éducation can only announce capital spending projects in the school system at the end of the budget program process which usually ends in autumn of each year. The department nonetheless considers it essential that adequate planning of the supply of school facilities and services be done in the metropolitan region to limit public investments in construction of new schools and ensure optimum use of existing facilities. For this purpose, the department expects the optimum use of Communauté métropolitaine de Montréal to implement an urban development strategy which will combine diversity of housing and residential densification to ensure a constant clientele for the existing schools.

As an indication, the following table presents the 2000-2001 capital investments announced by the Minister of Education last November for the MCMA's territory.

**Capital spending projects* of the school board, CEGEP and university networks in the MCMA in 2000-2001 (in millions of dollars)**

| | Primary and secondary schools | | CEGEPs | | Universities | | TOTAL | |
|---|---|---|---|---|---|---|---|---|
| | **Cost (MEQ)** | **% of MCMA** | **Cost (MEQ)** | **% of MCMA** | **Cost (MEQ)** | **% of MCMA** | **Cost (MEQ)** | **% of MCMA** |
| Southern suburbs | 8.5 | 16.5 | | | | | **8.5** | **9.7** |
| Northern suburbs (including Laval) | 29.5 | 57.0 | | | | | **29.5** | **33.9** |
| Island of Montréal | 13.8 | 26.5 | 20.3** | 100.0 | 15.0*** | 100.0 | **49.1** | **56.4** |
| **TOTAL MCMA** | **51.8** | **100.0** | **20.3** | **100.0** | **15.0** | **100.0** | **87.1** | **100.0** |

* Capital spending means the construction or expansion of a school building.
** The total amount was allocated to John Abbott College for acquisition of a building.
*** The total amount was allocated to McGill University.

### c) Ministère de la Santé et des Services sociaux

Access to quality healthcare services, whether they be primary and close to home or specialized in the central of the urban region, is a major concern for the Government. In this sense, adequately serving the public with health and social services remains an important question when the problem of land use planning is raised.

The Government intends to pursue its thinking about the supply of healthcare services, both in terms of quality and of service, with the CMM on the occasion of the preparation of its metropolitan land use and development plan. It therefore invites the CMM to pursue its own reflection on the evaluation of the public's needs and on the optimum location of services in a perspective where specialized services will have to be located at the centre of the metropolitan area (to be accessible to the entire community) and where primary services should be distributed according to the size and place of occupancy of population basins. The Government invites the CMM to integrate the Corporation d'hébergement du Québec into this phase. This agency will be able to help the CMM define the region's future needs in terms of health and social service capital spending projects, facilities, equipment and infrastructures.

The Government recalls that the regional boards are responsible for choosing regional priorities. Therefore, the Communauté métropolitaine de Montréal should evaluate the needs in conjunction with these bodies and invite them to participate in drafting the development plan. This evaluation of needs will have to consider the Government's reality and budget choices and the presence of existing healthcare facilities, which must be optimized before considering the addition of new installations.

Given that the problems and needs of the metropolitan region in terms of health and social services remain complex, the Ministère de la Santé et des Services sociaux will play an active role with the CMM and the regional boards in the definition of long-term priorities.

The department intends to pursue various kinds of interventions within the CMM's territory. Most concern existing facilities which will be renovated or expanded.

On the Island of Montréal, a total of 49 projects under study and in the implementation phase will affect some 38 facilities. Among the major projects under study, the following must be noted:

- Construction of an ambulatory centre and improvements made to the Pavillon Marcel-Lamoureux of Hôpital Maisonneuve-Rosemont ($40.5 million);
- The implementation of an ambulatory centre at Hôpital Sacré-Cœur de Montréal ($31.6 million);
- The consolidation of the four campuses of the Batshaw Youth and Family Centres in Westmount ($30 million).

Many projects (33 in all) are in the implementation phase and concern 25 facilities. It is appropriate to mention:

- Modernization of the ambulatory centre of the Lakeshore General Hospital in Pointe-Claire ($65.3 million);
- The three hospital centres attached to the CHUM which will be the object of expansion and development (total cost: $74.7 million).

It must also be remembered that two major projects already announced are in the planning and needs evaluation phase:

- Centre hospitalier de l'Université de Montréal (CHUM), which will be located near the Rosemont Métro station;
- The McGill University Health Centre (MUHC), which will be established near the Vendôme Métro station.

The needs evaluation currently in progress means that these two projects are not yet at the plans and specifications production stage (projects under study).

In Laval, three projects are currently under study, including one major one, construction of an ambulatory centre in the Chomedey neighbourhood at a cost of $35 million. Only one project is currently in the implementation phase, construction of a 96-bed CHSLD in Sainte-Rose.

In the northern suburbs, a major construction project for an ambulatory centre in Lachenaie is in the implementation phase. Construction of a 128-bed CHSLD in L'Assomption is under study, as is an expansion project for CLSC Lamater in Terrebonne.

Finally $40 million of the $60 million of capital expenditures in projects under study in the southern suburbs will go to Hôpital Pierre-Boucher for redevelopment of the birthing centre and improvement of ambulatory services. Only one project is in the implementation phase, the project to expand Foyer de Châteauguay by the addition of 46 beds.

The following table presents the inventory of capital expenditures of the Ministère de la Santé et des Services sociaux in the MCMA.

## Capital expenditures by the Ministère de la Santé et des Services sociaux for the Island of Montréal

| *PROJECTS UNDER STUDY* | | | | | |
|---|---|---|---|---|---|
| **Name of institution** | **Amount of investment** | **Name of facility** | **City** | **Electoral riding** | **Description of the project** |
| CHSLD CLSC Bordeaux-Cartierville | $11,554,125.00 | CHSLD CLSC Bordeaux-Cartierville (CHSLD MISSION) | Montréal | Acadie | Renovate and expand the care units (Hôpital St-Joseph-de-la-Providence) |
| Le Centre Dollard-Cormier | $14,180,000.00 | Centre d'hébergement Saint-Georges | Montréal | | Redevelopment of 248 beds in the former Sainte-Jeanne d'Arc Hospital. |
| Groupe Champlain inc. | $19,700,000.00 | Centre d'hébergement Champlain - Marie-Victorin | Montréal | Lafontaine | Renovation, expansion and addition of 47 beds. |
| Santa Cabrini Hospital | $4,970,000.00 | Santa Cabrini Hospital | Montréal | Viger | Renovation and expansion of the emergency ward. |
| CPEJ Ville Marie | $30,027,000.00 | CPEJ Ville Marie Succursale Centre-Ville | Westmount | Westmount-Saint- Louis | Consolidation of 4 campuses of the Batshaw Youth and Family Centres. |
| Hôpital Sacré-Cœur de Montréal | $8,100,000.00 | Hôpital Sacré-Cœur de Montréal | Montréal | Saint-Laurent | Windows, roofs, exterior doors, renovate care units. |
| Hôpital Sacré-Cœur de Montréal | $31,600,000.00 | Hôpital Sacré-Cœur de Montréal | Montréal | Saint-Laurent | Establishment of an ambulatory centre. |
| McGill University Health Centre | $5,250,000.00 | McGill University Hospital Centre | Montréal | Saint-Laurent | Fire alarm project (Montreal General Hospital). |
| Hôpital Sainte-Justine | $8,190,000.00 | Hôpital Sainte-Justine, CHU Mère-Enfant | Montréal | Outremont | Elevator renovations and dilapidation safety. |
| Hôpital Sainte-Justine | $4,960,000.00 | Hôpital Sainte-Justine, CHU Mère-Enfant | Montréal | Outremont | Expansion and redevelopment of the emergency ward. |
| Lachine General Hospital | $7,000,000.00 | Lachine General Hospital | Lachine | | Move 101 beds from the CHSLD in the former Lachine General Hospital. |
| Hôpital Maisonneuve-Rosemont | $4,600,000.00 | Pavillon Maisonneuve / Pavillon Marcel-Lamoureux | Montréal | Bourget | Fire safety project. |
| Hôpital Maisonneuve-Rosemont | $40,520,000.00 | Pavillon Maisonneuve / Pavillon Marcel-Lamoureux | Montréal | Bourget | Construction of an ambulatory centre, work related to the emergency ward. |
| McGill University Health Centre | $3,825,000.00 | Royal Victoria Hospital | Montréal | Westmount-Saint-Louis | Overhaul of the fire alarm system. |
| Institut universitaire de gériatrie de Montréal | $6,600,000.00 | Pavillon Côte-des-Neiges | Montréal | Outremont | Expand and renovate the Research Centre. |
| Institut universitaire de gériatrie de Montréal | $6,227,000.00 | Pavillon Alfred-Desrochers | Montréal | Outremont | Expansion and renovation – heavier cases. |
| **Total projects under study (Island of Montréal)** | **$207,303,125.00** | | | | |
| *PROJECTS IN IMPLEMENTATION* | | | | | |
| **Name of institution** | **Amount of investment** | **Name of facility** | **City** | **Electoral riding** | **Description of the project** |
| VIGI Santé ltée | $19,828,000.00 | CHSLD VIGI Reine-Elizabeth | Montréal | | Redevelopment (149 CHSLD beds) and expansion. |
| CHSLD Les Havres | $21,542,000.00 | CHSLD Les Havres Havre Dorion | Montréal | Viau | New construction of a 192-bed CHSLD. |
| | $8,137,000.00 | Institut de recherches cliniques de Montréal | Montréal | | Renovation of the research centre within the context of the FCI. |
| Lakeshore General Hospital | $65,333,000.00 | Lakeshore General Hospital | Pointe-Claire | Jacques-Cartier | Expansion, renovation and ambulatory centre. |

Island of Montréal (continued)

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| Centre de réadaptation Gabrielle-Major | $1,960,000.00 | Centre de réadaptation Gabrielle-Major | Saint-Léonard | Viger | Expansion and redevelopment. |
| Résidence Angelica | $4,823,000.00 | Résidence Angelica | Montréal-Nord | Bourassa | Functional renovations and fire safety. |
| CHSLD-CLSC Saint-Laurent | $16,750,000.00 | CHSLD-CLSC Saint-Laurent | Saint-Laurent | Acadie | Move the Foyer pour personnes âgées Saint-Laurent. |
| Les CHSLD de mon Quartier | $16,500,000.00 | CHSLD Jeanne-LeBer | Montréal | Bourget | Expansion and redevelopment in Pavillon Guillaume-Lahaise. |
| Résidence Berthiaume-Dutremblay | $6,554,000.00 | Résidence Berthiaume-Dutremblay | Montréal | Crémazie | Expansion and functional renovation. |
| Institut de cardiologie de Montréal | $750,000.00 | Institut de cardiologie de Montréal | Montréal | Viger | Renovation of the former Hôpital Bellechasse (move 100 beds from CHSLD Bourget). |
| Institut de cardiologie de Montréal | $5,500,000.00 | Institut de cardiologie de Montréal | Montréal | Viger | Redevelopment work on the research centre (FCI). |
| McGill University Health Centre | $8,250,000.00 | McGill University Health Centre | Montréal | Westmount-Saint-Louis | Redevelopment of the laboratories of the Montréal Genome Centre (FCI). |
| Centre hospitalier Angrignon | $3,775,000.00 | Pavillon Verdun | Verdun | Verdun | Functional renovation of emergency services. |
| Hôpital Sacré-Cœur de Montréal | $4,900,000.00 | Hôpital Sacré-Cœur de Montréal | Montréal | Saint-Laurent | Expand and redevelop the Biomedicine Centre – Phase II. |
| Hôpital Sacré-Cœur de Montréal | $2,800,000.00 | Hôpital Sacré-Cœur de Montréal | Montréal | Saint-Laurent | Overhaul of the main electrical inlet. |
| Lindsay Rehabilitation Hospital | $6,400,000.00 | Lindsay Rehabilitation Hospital | Lachine | Marquette | Expansion and redevelopment (former Montreal Convalescent Hospital). |
| Centre hospitalier de l'Université de Montréal | $6,179,000.00 | Hôpital Notre-Dame du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Fire safety. |
| Centre hospitalier de l'Université de Montréal | $17,937,000.00 | Hôpital Notre-Dame du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Expansion – upgrade in radiooncology - Phase 3A and Phase 3B. |
| Centre hospitalier de l'Université de Montréal | $8,500,000.00 | Hôtel-Dieu du CHUM | Montréal | Westmount-Saint-Louis | Update of the Clinical Orientation Plan – Research Component. |
| Centre hospitalier de l'Université de Montréal | $6,550,000.00 | Hôtel-Dieu du CHUM | Montréal | Westmount-Saint-Louis | Redevelopment of the emergency and intensive care units. |
| McGill University Health Centre | $14,940,000.00 | McGill University Health Centre | Montréal | Westmount-Saint-Louis | Move radiooncology from the Montreal General Hospital, and purchase and installation of a linear accelerator. |
| Centre hospitalier Saint-Michel | $15,987,000.00 | CHSLD Saint-Michel | Montréal | Viau | Redevelopment of the CHCD into a 160-bed CHSLD. |
| Sir Mortimer B. Davis Jewish General Hospital | $2,250,000.00 | Sir Mortimer B. Davis Jewish General Hospital | Montréal | Mont-Royal | Expansion of the Lady B. Davis Institute (FCI). |
| CHSLD Lucille-Teasdale | $850,000.00 | Pavillon J.-Henri-Charbonneau | Montréal | Hochelaga-Maisonneuve | Safe development of the parking entrance. |
| Centre hospitalier de l'Université de Montréal | $8,341,000.00 | Hôpital Saint-Luc du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Expansion and functional renovation. |

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| Centre hospitalier de l'Université de Montréal | $6,599,000.00 | Hôpital Saint-Luc du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Expansion of the Research Centre. |
| Centre hospitalier de l'Université de Montréal | $9,107,000.00 | Hôpital Saint-Luc du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Fire safety and dilapidation safety. |
| Centre hospitalier de l'Université de Montréal | $5,762,000.00 | Hôpital Saint-Luc du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Obstetrics-Gynecology and redevelopment of Emergency – Phase 1. |
| Centre hospitalier de l'Université de Montréal | $5,779,000.00 | Hôpital Saint-Luc du CHUM | Montréal | Sainte-Marie-Saint-Jacques | Update of the Clinical Orientation Plan. |
| CLSC Hochelaga-Maisonneuve | $8,000,000.00 | CLSC Hochelaga-Maisonneuve | Montréal | Hochelaga-Maisonneuve | New construction (addition of area). |
| Centre d'accueil Father Dowd | $6,043,000.00 | Centre d'accueil Father Dowd | Montréal | Mont-Royal | Expansion and functional renovations. |
| CLSC Pierrefonds | $2,500,000.00 | CLSC Pierrefonds | Pierrefonds | Nelligan | Expand to repatriate the Dollard-des-Ormeaux point of service. |
| Douglas Hospital | $5,019,000.00 | Douglas Hospital | Verdun | Verdun | Functional renovation of the research laboratories (FCI). |
| **Total projects in implementation (Island of Montréal)** | **$324,145,000.00** | | | | |

## Capital expenditures by the Ministère de la Santé et des Services sociaux, Laval

*PROJECTS UNDER STUDY*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| Résidence Riviera inc. | $5,560,000.00 | Résidence Riviera | Laval | Chomedey | Expansion and functional renovation. |
| Centre hospitalier ambulatoire régional de Laval | $34,900,000.00 | Centre hospitalier ambulatoire régional de Laval | Laval | Chomedey | Expansion and functional renovation. |
| Cité de la Santé de Laval | $8,700,000.00 | Cité de la Santé de Laval | Laval | Vimont | Relocation of the emergency ward. |
| **Total projects under study (Laval)** | **$49,160,000.00** | | | | |

*PROJECT IN IMPLEMENTATION*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| CLSC-CHSLD Sainte-Rose-de-Laval | $16,311,000.00 | CLSC-CHSLD Sainte-Rose-de-Laval | Laval | Vimont | Construction of a 96-bed CHSLD, expand the CLSC in Sainte-Rose-de-Laval. |
| **Total project in implementation (Laval)** | **$16,311,000.00** | | | | |

## Capital expenditures by the Ministère de la Santé et des Services sociaux for the Northern Suburbs

*PROJECTS UNDER STUDY*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| CLSC Lamater | $1,508,000.00 | CLSC Lamater | Terrebonne | Terrebonne | Expansion and functional renovation. |
| CLSC - CHSLD - Meilleur | $16,620,000.00 | Centre Le Gardeur | Repentigny | L'Assomption | New construction of a 128-bed CHSLD. |
| **Total projects under study (Northern Suburbs)** | **$18,128,000.00** | | | | |

*PROJECT IN IMPLEMENTATION*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| Centre hospitalier Le Gardeur | $153,100,000.00 | Centre ambulatoire du sud de Lanaudière | Lachenaie | | Construction of an ambulatory centre in Lanaudière. |
| **Total project in implementation (Northern Suburbs)** | **$153,100,000.00** | | | | |

## Capital expenditures by the Ministère de la Santé et des Services sociaux for the Southern Suburbs

*PROJECTS UNDER STUDY*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| CLSC Châteauguay | $5,591,000.00 | CLSC Châteauguay | Châteauguay | Châteauguay | Expansion and functional renovation. |
| CLSC Longueuil-Est | $7,098,000.00 | CLSC Longueuil-Est | Longueuil | Taillon | New construction to relocate the CLSC staff. |
| Hôpital Charles-Lemoyne | $4,600,000.00 | Hôpital Charles-Lemoyne | Greenfield Park | Laporte | Replace the windows, modernize the elevators and repair the masonry. |
| Centre hospitalier Pierre-Boucher | $1,984,000.00 | Centre hospitalier Pierre-Boucher | Longueuil | Taillon | Redevelopment of the birthing centre. |
| Centre hospitalier Pierre-Boucher | $38,108,000.00 | Centre hospitalier Pierre-Boucher | Longueuil | Taillon | Intensification of ambulatory services. |
| Centre hospitalier Anna-Laberge | $2,836,000.00 | Centre hospitalier Anna-Laberge | Châteauguay | Châteauguay | Redevelopment of the emergency ward. |
| **Total projects under study (Southern Suburbs)** | **$60,217,000.00** | | | | |

*PROJECT IN IMPLEMENTATION*

| Name of institution | Amount of investment | Name of facility | City | Electoral riding | Description of the project |
|---|---|---|---|---|---|
| CHSLD Trèfle d'Or | $9,201,000.00 | Le Foyer de Châteauguay | Châteauguay | Châteauguay | Expansion (increase in the number of beds (46)). |
| **Total project in implementation (Southern Suburbs)** | **$9,201,000.00** | | | | |

### D) SOCIÉTÉ IMMOBILIÈRE DU QUÉBEC

Société immobilière du Québec has the mission of accommodating the Québec Government's departments and agencies in premises adapted to their needs.

The SIQ attaches great importance to accessibility of government offices and services. For this purpose, it acquired a 26-storey building in 2000 at 500, boulevard René-Lévesque Ouest in Montréal. Located in the heart of downtown and accessible by the two main Métro lines and by the Bonaventure terminus, this building will be completely dedicated to government use within the next twelve years.

In addition to the projects for renovation of the building located at 100, rue Notre-Dame Est in Old Montréal, which houses the Montréal conservatories of music and dramatic arts, the SIQ is also planning for major renovations inside the Palais de justice (1, rue Notre-Dame Est). In this case, the work normally will be spread out until 2005.

Finally, following redeployment of the activities of the Sûreté du Québec station in Saint-Laurent, the SIQ intends to find a site to provide for the agency's increased needs.

## *TRANSPORTATION INFRASTRUCTURES*

Transportation concerns passengers and freight as well as infrastructures for transporting energy. These networked infrastructures are an important component of the urban skeleton and thus of the shape of the urban region. Planned in relation to the major land use designations and used adequately, these infrastructures can exert a determining influence on the region's economy and thus contribute to maintenance of the quality of life and the environment.

The Government of Québec also affirmed all of its concerns for passenger and freight transportation in the orientations it adopted with the tabling of the trip management plan for the Montréal metropolitan region in April 2000, the *Plan de gestion des déplacements pour la région métropolitaine de Montréal*. These four orientations sought to:

- "Favour interventions that support the competitiveness of the regional and Québec economy";
- "Favour interventions that promote revitalization of the centre of the metropolitan area and facilitate the achievement of the Government's economic development, land use planning and environmental objectives";
- "Give priority to the strengthening and modernization of the existing transportation networks";
- "Ensure the efficiency and equity of funding".[1]

For this purpose, the priority intervention strategy adopted by the Ministère des Transports in the trip management plan is defined along 6 axes:

- Demand management;
- An integrated strategy for the eastern part of the urban region;
- Increase in mass transit supply;

[1] Ministère des Transports, *Plan de gestion des déplacements, région métropolitaine de Montréal*, April 2000, p. 37-41. (Our translation.)

- Interventions on the highway network at the centre of the metropolitan area;
- Interventions on the highway network leading to the centre of the metropolitan area;
- Interventions to repair the transportation networks.

Also, certain projects, both in mass transit and in the improvement and development of the highway network, will require additional studies before a decision is made.

In general, regarding passenger transportation, the Government wants the public to derive maximum benefit from the mass transit networks and systems established.

The main organizations dedicated to the promotion of transportation are concerned about the gradual abandonment of mass transit in favour of the automobile, mainly in trips between home and work. This situation results in underutilization of non-polluting but efficient infrastructures and, parallel to this, highway congestion and in increase in greenhouse gas emissions. Delivery of freight is also compromised.

Regarding freight, the strategic network needs to be fluid to play its role efficiently in the economic promotion of the metropolitan region.

However, the over-extensive use of the highway network by motorists in trips between home and work accentuates congestion and saturation of the arteries, which increases freight delivery time and increases prices due to lost time.

The Government wants more concerted action by all transportation partners to put conditions in place that promote greater efficiency of the existing networks and systems. To the extent that they are supported by all of the partners, particularly by land use planning and demand management measures, these actions will contribute to optimum use of the networks.

The Government also wants the public to favour mass transit in its trips for work and study. The Government considers that the establishment of mass transit networks, both those that exist and those that it plans to implement over the next few years, can really be profitable only if the region's urban development seeks to develop these networks in turn. This is why it is imperative that development be concentrated in the existing axes of heavy mass transit modes (Métro, commuter trains) and especially in the service area of these infrastructures.

### A) Highway transportation

The mission of the Ministère des Transports is to ensure the mobility of passengers and freight through efficient and safe transportation networks that contribute to Québec's economic development through the development, planning and operation of integration transportation infrastructures. For this purpose, the department ensures the necessary funding of transportation infrastructures, whether for highway transportation or mass transit.

The vast majority of the Ministère des Transports' interventions pertain to the highway network and are intended to improve the mobility of passengers and freight. However, these actions are likely to remain ineffective if they are not supported by citizen efforts to switch over to mass transit for more of their trips for work and study. The projects that the AMT intends to pursue (presented in the next section) should

support the MTQ's parallel actions regarding highway transportation.

In the MCMA, the Ministère des Transports' interventions over the next few years, specified in the *Plan de gestion des déplacements* and in its regular program, which have an impact in terms of land use planning, are on four levels:

- Interventions on the highway network in the centre of the metropolitan area;
- Interventions on the highway network leading to the centre of the metropolitan area;
- Interventions under study within the context of the *Plan de gestion des déplacements*;
- The other projects under study in the five-year plan for the 2001-2006 period.

These interventions add up to investments of $3.03 billion, including the projects under study.

There are seven interventions on the highway network at the centre of the metropolitan area. They largely concern the improvement or rehabilitation of certain arteries of the superior highway network. The biggest projects in terms of capital budget are:

- Optimization of Autoroute 40 ($762.3 million);
- Modernization of rue Notre-Dame ($285 million);
- Redevelopment of the Dorval A-20 / A-520 traffic circle ($140 million).

The *Plan de gestion des déplacements* also provides for an MTQ/Ville de Montréal joint action plan intended to improve service between the superior highway network and the municipal arterial network. Among the proposed interventions, we must mention:

- Redevelopment of the L'Acadie traffic circle ($43 million);
- Rehabilitation of the Décarie corridor ($32.7 million);
- Connection of Cavendish Boulevard North-South and Royalmount ($24 million).

The interventions on the highway network leading to the centre of the metropolitan area will be mainly made on the South Shore, although a major investment project should be established in principle between Laval and the Island of Montréal. Three projects retain our attention here:

- Completion of Autoroute 30 between Châteauguay and Vaudreuil-Dorion ($530 million);
- Extension of Autoroute 25 between Laval and Montréal ($329 million);
- Completion of Autoroute 30 between Candiac and Sainte-Catherine ($110 million).

Regarding interventions under study concerning the highway network in the trip management plan, the Ministère des Transports will pursue its study of two projects:

- Improvement of Autoroute 20 on the Island of Montréal ($341 million);
- Improvement of Autoroutes 15 and 640 on the North Shore ($89 million).

Finally, the department envisions various more localized interventions within the metropolitan region over the 2001-2006 period. These investments, although minor, will improve the quality of life of the

highway's neighbouring residents and the safety of motorists or will facilitate access to the superior highway network in some cases. Among the most important interventions are:

- In MRC Thérèse-de-Blainville, construction of a weaving lane on Autoroute 640, between Route 117 and Autoroute 15 (about $23 million);
- In MRC des Moulins, the addition of collectors on Autoroute 40 in Lachenaie and Charlemagne ($19.9 million);
- In MRC de L'Assomption, construction of a noise barrier on Autoroute 40 in Repentigny ($18.7 million);
- In MRC de Mirabel, construction of a new interchange on Autoroute 50 (about $12 million);
- In MRC de Roussillon, reconstruction of part of Route 104 in La Prairie (about $8.6 million);
- In MRC de Laval, the Ministère des Transports is considering the construction of noise barriers on Autoroutes 15 and 25 (total cost of $10.7 million);
- On the Island of Montréal, redevelopment of access ramps at the intersection of Autoroute 40 and boulevard Bourget ($1.5 million).

The following table presents all of the interventions projected by the Ministère des Transports to improve the highway network.

**Intervention projects of the Ministère des Transports within the territory of the Communauté métropolitaine de Montréal, according to the *Plan de gestion des déplacements* (trip management plan) 2000-2010 and the 2001-2006 five-year plan**

| | Municipalities[1] | Investments[2] | Nature of the intervention |
|---|---|---|---|
| *INTERVENTIONS ON THE HIGHWAY NETWORK AT THE CENTRE OF THE METROPOLITAN AREA* | | | |
| Modernization of rue Notre-Dame | Montréal | $285 million | Six-lane urban infrastructure with central median, preferential measures for buses and grade separation at intersections. |
| Optimization of A-40, Métropolitaine | Montréal | $762.3 million | Interventions between Boulevards Cavendish and Pie-IX, intended to optimize A-40. |
| Redevelopment of the Dorval A-20 / A-520 traffic circle | Montréal | $140 million | Construction of a complete interchange meeting the interchange needs between Autoroutes 20 and 520 and service of the Dorval Airport zone. |
| Improvement of A-15 in Laval | Laval | $37 million | Construction of service lanes and redevelopment of the interchange between A-440 and R-117. |
| Improvement of A-10 | Montréal<br>Longueuil | $50 million | Widening from 4 to 6 lanes between the A-10/R-132 interchange and the A-10/A-30 interchange. |
| Highway traffic management | | $58 million | Continue implementation of the highway traffic management system throughout the Greater Montréal region. |
| Dynamic traffic light management | | $25.1 million | Implement the dynamic traffic light management program in partnership with the municipalities. |
| *INTERVENTIONS ON THE HIGHWAY NETWORK LEADING TO THE CENTRE OF THE METROPOLITAN AREA* | | | |
| Improvement of A-20 on the South Shore | Longueuil<br>Sainte-Julie | $52.3 million | Addition of lanes and development of interchanges between Boulevard Mortagne and Chemin du Fer-à-Cheval. |
| Completion of A-20 in Vaudreuil-Dorion and on Île Perrot | Vaudreuil-Dorion<br>L'Île-Perrot<br>Pincourt<br>Terrasse Vaudreuil | $82.1 million | Construction of A-20 in the axis of the existing urban boulevard. |
| Completion of A-30 between Candiac and Sainte-Catherine[3] | Sainte-Catherine<br>Saint-Constant<br>Delson<br>Candiac | $110 million | Construction of a highway about 7.5 km long in the axis of Route 132. |
| Extension of A-25 | Montréal<br>Laval | $329 million | Construction of a highway section between A-40 and A-440, including a new bridge over Rivière des Prairies. |
| Completion of A-30 between Châteauguay and Vaudreuil-Dorion | Châteauguay<br>Mercier<br>Léry<br>Maple Grove<br>Melocheville<br>Saint-Timothée<br>Les Cèdres<br>Vaudreuil-Dorion | $530 million | Construction of a 35 km highway section between the municipalities of Châteauguay and Vaudreuil-Dorion, including structures to cross the Saint Lawrence River, the Seaway and the Soulanges Canal. |

[1] Considers the territory of the new villes de Longueuil and Montréal.
[2] For information. The development cost in some cases includes the participation of the partners.
[3] The completion of Autoroute 30 and Autoroute 25 are projects foreseen in the long term. However, they could be realized more quickly if there were a partnership agreement with the private sector or the federal government.

| | | | |
|---|---|---|---|
| ***MINISTÈRE DES TRANSPORTS/VILLE DE MONTRÉAL JOINT ACTION PLAN*** | | | |
| Connection between Boulevard Cavendish North-South and Royalmount | Montréal | $24 million | Connection of municipal infrastructures between the northern and southern sectors of this part of the Island of Montréal. |
| Redevelopment of the L'Acadie traffic circle | Montréal | $43 million | Redevelopment of the L'Acadie traffic circle, where it crosses Autoroute Métropolitaine, to improve traffic flow. |
| Rehabilitation of the Décarie corridor | Montréal | $32.7 million | Rehabilitation of the supporting walls and the overpasses. |
| Development of the ramp of A-15 at Rue Cabot | Montréal | $1.675 million | Improvement of the La Vérendrye interchange by the addition of an access ramp. |
| Development of the connection from A-40 to Boulevard Gouin | Montréal | $1.075 million | Development of an off-ramp from A-40 East to Boulevard Gouin and a westbound on-ramp. |
| ***OTHER INTERVENTIONS UNDER STUDY WITHIN THE CONTEXT OF THE TRIP MANAGEMENT PLAN FOR THE MONTRÉAL METROPOLITAN REGION*** | | | |
| Improvement of A-15 and A-640 on the North Shore | Boisbriand<br>Sainte-Thérèse<br>Mirabel | $89 million | Addition of interchange redevelopment lanes in the axis of Autoroutes A-15 and A-640. |
| Improvement of A-20 on the Island of Montréal | Montréal | $341 million | Widening from two to three lanes in each direction between Boulevard Saint-Charles and the Galipeault Bridge. |

| *OTHER PROJECTS UNDER STUDY*[1] *: 2001-2006 AND LATER* | | | |
|---|---|---|---|
| **New Ville de Montréal** | | | |
| Redevelopment of access ramps at the intersection of A-40 and Boulevard Bourget | Montréal | $1.5 million | Development of an on-ramp and an off-ramp, westbound on A-40, to serve Boulevard Bourget. |
| **Laval** | | | |
| Construction of noise barriers in the axis of A-25 | Laval | $6.7 million | Construction of a noise barrier between the Pie-IX Bridge and Boulevard Saint-Martin. |
| Construction of noise barriers in the axis of A-15 | Laval | $4 million | Construction of a noise barrier on A-15 southbound, north of Route 117. |
| A-440, access to the Saint-Vincent-de-Paul industrial park | Laval | Approximately $4.5 million | Redevelopment of an interchange to be covered by an agreement with Ville de Laval. |
| **MRC de Roussillon** | | | |
| Reconstruction of Route 104 | La Prairie | Approximately $8.6 million | Reconstruction of Route 104 over a distance of 6.4 km between A-30 and the limits of the municipality of Saint-Luc. |
| Widening of Route 138 between A-30 and Rue Côté | Mercier | $1.8 million | Widening of the roadway from 2 to 4 lanes and development of intersections. |
| Widening of Route 138 between Rue Hébert and Rue Côté | Mercier | $6.4 million | Widening of the roadway from 2 to 4 lanes. |
| **MRC de L'Assomption** | | | |
| Construction of a new two-lane highway in the extension of Route 341 | L'Assomption | $0.6 million | Develop the link between A-40 and Route 138 and serve the eastern part of the municipality of Repentigny and École secondaire Félix-Leclerc. |
| Construction of a noise barrier on A-40 | Repentigny | $18.7 million | Construction of a noise barrier over a total distance of 9.3 km on both sides of the highway. |
| **MRC des Moulins** | | | |
| Addition of collectors on A-40 | Lachenaie Charlemagne | $19.9 million | Addition of the East and West collectors between Route 344 and the CP overpass. |
| Reconstruction of Route 335 between A-640 and Chemin Saint-Roch | Terrebonne Bois-des-Filion | $7.6 million | Reconstruction of a new two-lane highway in the A-19 right-of-way. |
| Construction of a noise barrier on A-25 | Terrebonne Lachenaie | $6.7 million | Construction over a 1.5 km distance between Île Saint-Jean Bridge and the Terrebonne city limits. |
| Construction of a noise barrier on A-25 | Mascouche | $5.5 million | Construction of a noise barrier on A-25 between A-640 and the Mascouche River. |
| **MRC Thérèse-de-Blainville** | | | |
| A-640 between R-117 and A-15 | Rosemère Boisbriand | Approximately $23 million | Construction of a weaving lane linking the on-ramp and off-ramp zones. |
| Construction of a noise barrier on A-640 | Rosemère | $2.4 million | Construction of a noise barrier on the South side of A-640 between Boulevard R.-Durand and Chemin du Bas-de-Sainte-Thérèse. |
| Redevelopment of interchange ramps on A-15 | Boisbriand | Approximately $1.3 million | Construction of an on-ramp and an off-ramp to Boulevard Industriel. |
| **MRC de Mirabel** | | | |
| Reconstruction of Chemin de la Côte-Saint-Louis between Route 148 and Autoroute 50 | Mirabel | Approximately $3.2 million | Reconstruction in the axis of Chemin de la Côte-Saint-Louis, subject to a change in territorial jurisdiction over the highway. |
| Construction of a new interchange on A-50 | Mirabel | Approximately $12 million | Interchange to serve the Bombardier plant. |
| Construction of a new interchange on A-15, at the Notre-Dame overpass | Mirabel | Approximately $2.5 million | Construction of an interchange to serve a commercial site. The financial participation of the municipality and the promoter is required. |
| Construction of an access ramp on A-50, leading to the Mirabel Airport Cargo sector | Mirabel | $7 million | |

[1] The progress of these projects varies. Some of these interventions must be covered by partnership agreements or approved by the municipal environment.

B) MASS TRANSIT

The Agence métropolitaine de transport acts as the government's agent in planning mass transit in the metropolitan region. The MTQ ensures funding of infrastructures. The combined action of the AMT and the MTQ has produced encouraging results: since the creation of the AMT in 1995, the number of mass transit trips only declined by 3% between 1993 and 1998, compared to 11% between 1987 and 1993. The efforts applied helped mitigate the general trend to motorization.

However, the municipal field – with the Communauté métropolitaine de Montréal in the lead – will have to change certain land use planning situations so that the Government's interventions in mass transit consolidate and, in the longer term, even increase the mass transit share of passenger trips. In this regard, the AMT and the MTQ intend to foster a constant dialogue with the Community to find the most advantageous and most efficient land use planning solutions so as to give heavy mass transit modes an active role in passenger transportation in the MCMA.

While it is currently reviewing its strategic plan, the Agence métropolitaine de transport, within the context of improvement of its metropolitan mass transit infrastructures, will pursue different infrastructure projects in the nine metropolitan mass transit corridors. The AMT will integrate most of the projects intended to improve mass transit proposed by the MTQ into the trip management plan. Among the projects already announced, it is appropriate to recall:

- The extension of Métro Line 5 to boulevard Pie-IX (total cost of $63.5 million) and then from Pie-IX to Anjou (total cost of $317 million);
- The extension of Métro Line 2 to Laval ($380 million);
- The extension of Métro Line 4 in Longueuil to boulevard Roland-Therrien ($333.4 million);
- The full commissioning of the Montréal / Mont-Saint-Hilaire commuter train line ($32.8 million);
- Several reserved lane developments are planned, particularly improvements to the Champlain Bridge reserved lane and in the northern part of the region through improvements between the Island of Montréal (Lachapelle Bridge, Marcel-Laurin / Côte Vertu) and the northern suburbs;
- It should also be noted that the AMT plans to expand several of its incentive parking lots over the next few years, which will increase the total number of parking places to 28,777.

Regarding projects under study, the AMT intends the major investments to go to the improvement of service by the acquisition of new equipment and the development of reserved lanes.

In the northern suburbs:

- Purchase of 22 new cars on the Deux-Montagnes / Montréal commuter train line ($66 million).

In the southern suburbs:

- Development of a reserved lane between the Clément Bridge and Autoroute Bonaventure ($5.08 million);
- The study of the development project for a SLR network on the Champlain Bridge ice boom ($154 million for the bus project). The complete development of

the project will presume a partnership with the private sector and will cost a total of $576 million.

It is also appropriate to recall that the *Plan de gestion des déplacements* proposes the more thorough study of certain mass transit projects; decisions will have to be made concerning them. Even though they are not officially announced, the development of these longer-term projects could have an impact on land use planning. In addition to the projects presented in the following, we should mention:

- The extension of Métro Line 2 West in Saint-Laurent to the Bois-Francs train station ($155 million);

- The study of a mass transit network between Dorval Airport and Downtown Montréal (between $65 million and $130 million);

- The study of a mass transit network between downtown and Parc Jean-Drapeau (about $300 million).

In all, over the next ten years, capital expenditures on mass transit in the MCMA should total nearly $1.6 billion. The following table presents the details of the projected interventions.

**Details of confirmed investments in mass transit infrastructures, by corridor** (according to the AMT's *1997-2007 Strategic Plan* and the MTQ's *2000-2010 Plan de gestion des déplacements* (trip management plan) (thousands of $)

| | | | | |
|---|---|---|---|---|
| **1** | **Deux-Montagnes / Laval / CUM** | | | **$98,599** |
| | **Current projects or projects in implementation** | | **$15,933** | |
| | Bois-Francs terminus and parking | $1,867 | | |
| | Doubling of the railway track between Bois-Francs and Roxboro – Phase I | $10,000 | | |
| | Doubling of the railway track – Phase II | $1,300 | | |
| | Deux-Montagnes parking – Phases II – III | $1,813 | | |
| | Du Ruisseau parking – Phase V | $953 | | |
| | **Projects under study** | | **$82,666** | |
| | Extension of the platform of the Deux-Montagnes train station | $933 | | |
| | Bois-Francs parking – Phases II-III | $1,133 | | |
| | East junction grade separation | $6,500 | | |
| | Acquisition of 22 cars | $66,000 | | |
| | Saint-Eustache train station | $5,000 | | |
| | Train station A-13 | $3,100 | | |
| **2** | **Carrefour / Lachapelle / Marcel-Laurin / Côte-Vertu** | | | **$12,316** |
| | **Current projects or projects in implementation** | | **$7,649** | |
| | Côte-Vertu terminus | $4,369 | | |
| | Marcel-Laurin / Côte-Vertu reserved lane | $1,036 | | |
| | Carrefour Laval reserved lane | $2,244 | | |
| | **Project under study** | | **$4,667** | |
| | Reserved lane to Carrefour Laval / Rive-Nord – Phases I and II | $4,667 | | |
| **3** | **Blainville / Des Laurentides / Du Parc** | | | **$33,734** |
| | **Current projects or projects in implementation** | | **$33,714** | |
| | Preferential measures at the approaches to the Henri-Bourrassa terminus (STL) | $164 | | |
| | Sainte-Thérèse intermodal station | $1,500 | | |
| | Garage site, Blainville line | $1,600 | | |
| | Acquisition of locomotives, Blainville line | $14,200 | | |
| | Permanent amenities | $1,150 | | |
| | Improvement of capacity | $14,500 | | |
| | Pursuit of SLR studies – Avenue Du Parc axis | $600 | | |
| | **Project under study** | | **$20** | |
| | Follow-up to decisions - Saint-Jérôme train | $20 | | |
| **4** | **Mascouche / Autoroute 25 / Pie IX** | | | **$10,861** |
| | **Current projects or projects in implementation** | | **$10,200** | |
| | Terrebonne transfer centre and parking | $1,800 | | |
| | A-25 reserved lane | $8,400 | | |
| | **Projects under study** | | **$661** | |
| | Opportunity study, Mascouche train | $111 | | |
| | Improvement of safety, Pie-IX reserved lane | $550 | | |
| **5** | **Repentigny / North Shore (East) / CUM** | | | **$28,499** |
| | **Current projects or projects in implementation** | | **$27,453** | |
| | North Shore (East) terminus and parking – Phase II | $700 | | |
| | Radisson parking | $4,133 | | |

| | | | | |
|---|---|---|---|---|
| | Le Gardeur reserved lane | $3,200 | | |
| | Notre-Dame preferential measures / Sherbrooke reserved lane | $841 | | |
| | Expansion of the Sherbrooke East parking | $379 | | |
| | Repentigny – Downtown Viabus | $18,200 | | |
| | **Projects under study** | | **$1,046** | |
| | North Shore (East) parking – Phase III | $746 | | |
| | Follow-up to SLR decisions - Henri-Bourassa axis | $300 | | |
| **6** | **South Shore (Centre and East) / CUM** | | | **$370,084** |
| | **Current projects or projects in implementation** | | **$369,151** | |
| | Longueuil Terminus public place | $1,200 | | |
| | Preferential measures at the Longueuil Terminus entrance | $1,551 | | |
| | Montréal / Saint Hilaire train service (full service) | $32,800 | | |
| | Study of Longueuil Métro Line 4 extension | $200 | | |
| | Longueuil Métro Line 4 extension | $333,400 | | |
| | **Projects under study** | | **$933** | |
| | Route 116 reserved lane – preferential measures | $800 | | |
| | Extension of A-20 reserved lane (study) | $133 | | |
| **7** | **Autoroute 10 / Champlain / Downtown** | | | **$172,258** |
| | **Current projects or projects in implementation** | | **$166,125** | |
| | Preferential measures at the approaches to the Downtown terminus | $900 | | |
| | Brossard-Chevrier parking, permanent access lane | $2,667 | | |
| | Smart management system at the Brossard-Panama parking | $125 | | |
| | Delson parking – Phases I - II – III | $933 | | |
| | A-10 SLR draft design study | $14,000 | | |
| | Development of the ice boom near the Champlain Bridge | $147,500 | | |
| | **Projects under study** | | **$ 6,133** | |
| | Chambly parking | $533 | | |
| | Brossard transfer centre canopy - phase II | $500 | | |
| | Clément Bridge / Autoroute Bonaventure reserved lane | $5,080 | | |
| **8** | **South Shore (West) / CUM** | | | **$18,940** |
| | **Current projects or projects in implementation** | | **$18,940** | |
| | Châteauguay parking – Phases II - III | $1,440 | | |
| | Montréal / Delson commuter train (pilot project) | $5,000 | | |
| | Route 138 reserved lane | $12,500 | | |
| | **Project under study** | | **$** | |
| | Delson train – Follow-up to the pilot project | **$** | | |
| **9** | **Vaudreuil-Soulanges / CUM** | | | **$13,560** |
| | **Current projects or projects in implementation** | | **$12,290** | |
| | Dorval rail service feasibility study | $225 | | |
| | Honour payment verification system – commuter trains | $840 | | |
| | Consolidation of the Île-Perrot train stations | $2,600 | | |
| | Vaudreuil-Dorion intermodal station | $1,500 | | |
| | Additional parking – Rigaud line | $1,125 | | |
| | New garage site | $4,000 | | |
| | Relocation of the Montreal West platforms | $2,000 | | |
| | **Projects under study** | | **$1,270** | |
| | Follow-up to decisions, Dorval shuttle | **$** | | |

| | | | | |
|---|---|---|---|---|
| | Studies for acquisition of 12 new cars | $100 | | |
| | Extension of platforms – Rigaud line | $1,170 | | |
| 10 | **Other metropolitan projects** | | | **$807,254** |
| | **Current projects or projects in implementation** | | **$786,560** | |
| | Ticket sale and collection equipment | $21,466 | | |
| | Metro extension to Laval | $378,800 | | |
| | Stationary equipment in the Métro (total project $60.8 million) | $4,944 | | |
| | Metro extension, Line 5 East, to Pie-IX | $63,500 | | |
| | Metro extension, Line 5 East, to Anjou | $317,000 | | |
| | Dynamic signalling, Angrignon terminus / Henri- Bourassa / Radisson | $850 | | |
| | **Projects under study** | | **$20,694** | |
| | Harmonization of the schedules of transportation organizing authorities (TOA) | $500 | | |
| | CUM study of heavy modes | $500 | | |
| | Preferential measures on the metropolitan transit network | $600 | | |
| | Reserve for special projects | $18,244 | | |
| | VMS capacity management system | $700 | | |
| | Improvement of safety signs and signals | $150 | | |
| | **Total mass transit infrastructure projects** | | | **$1,566,085** |

## C) POWER TRANSMISSION

Apart from passenger and freight transportation infrastructures, power transmission, if only due to the presence of numerous infrastructures in the metropolitan territory, is a major factor and a key determinant in land use planning. The Government wants the CMM to give serious consideration to the presence of power transmission infrastructures in its land use planning. The CMM will have to adopt measures that will ensure that these infrastructures are not prejudicial to its citizens' quality of life by harming their safety.

In this regard, Hydro-Québec plans to hold regular discussions with the Communauté métropolitaine de Montréal to ensure that its existing infrastructures and its future projects integrate into the metropolitan urban framework as well as possible. In exchange, Hydro-Québec invites the CMM to consult it regularly and integrate it into its program for preparation of its development plan as soon as necessary. It will be able to provide the CMM with all the necessary technical assistance for a good understanding of safety issues in land use planning operations pertaining to hydroelectric transmission infrastructures.

Hydro-Québec ensures that the implementation of its projects is an opportunity to participate in the development of the host communities. It reminds the CMM that it makes an integrated development credit equivalent to 1% of the project's authorized value available to eligible bodies. Within the CMM's territory, the bodies currently eligible are the following RCMs – Roussillon, Rouville and La Vallée-du-Richelieu – and the municipalities of La Prairie, Chambly, Carignan and Richelieu.

The development credit can particularly be allocated to improvement of the environment and certain types of municipal equipment and support for regional development.

Regarding projects, Hydro-Québec is ultimately considering implementation of only one project, development of the Saint-Césaire-Hertel 735 kilovolt transmission line in the Montérégie. This line is currently awaiting the government authorizations necessary for its construction. Developed as a strategy in response to the January 1998 ice storm, this line is intended to provide the Hertel substation with a new principal power source of 2,000 megawatts coming from a geographically distinct axis to prevent a large-scale weather phenomenon, such as the ice storm, from disrupting all lines at the same time. In this way, a total population of 920,000 people, representing a large part of downtown and West End Montréal and part of the South Shore, will see the security of their power supply increased.

### *TOURIST AND RECREATIONAL FACILITIES*

The Government considers that tourism is a major economic development sector. It therefore considers that, because of its cultural, heritage, natural and scenic attractions, the metropolitan region offers a wide range of resources which justify that the Communauté métropolitaine de Montréal prepare a strategic plan for development of the tourist sector.

The Government intends to deploy all necessary measures to highlight the built and natural attractions of the metropolitan region in the development of Québec tourism to attract as broad a clientele as possible.

Tourisme Québec is in charge of redevelopment of the Soulanges Canal. This project aims to provide the Montréal region with a "four seasons" recreational and tourist attraction by opening the Soulanges Canal to pleasure navigation and by creating a nautical event to attract tourists coming by land. This project should include two hotels and a port village. Tourisme Québec should receive contractor bids at the end of September 2001. The first phase would begin in summer 2002.

The complete development of the project will involve total disbursements of around $500 million. The Government plans to invest $90 million. The complete reopening of the canal and the development of all elements related to the project (stores, residential tourist complexes, etc.) should be spread over a period of about five years, up to 2006.

# CONCLUSION

Because of its importance within the Québec community and its declared North American and international vocation, the Montréal metropolitan region fully justifies a comprehensive and concerted approach to its land use planning and development.

The Conseil des ministres, in 1996, declared its concern to this effect by adopting three general land use planning orientations for the metropolitan region. These orientations reflected the government preference for consolidation of urbanization, strengthening of economic poles and preservation and optimum use of existing infrastructures and facilities.

Resolutely staying the course on these orientations, the Québec Government, armed with this Planning Framework, is now going even further.

In the first place, the Conseil des ministres is endorsing new land use planning and development orientations for the Montréal region, as well as renewing those already adopted.

Thus, the Conseil des ministres is now asserting its preference for mixed land use and rehabilitation of old neighbourhoods. It is also taking a stand in favour of international development of the MCMA. The Conseil des ministres also confirms its preference for mass transit with regard to passenger trips and intends to ensure the permanence and sustainable development of the agricultural zone. Public access to Greater Montréal's green and blue spaces also concerns it, as does the question of the effects of a trend to falling water levels in the basins of the metropolitan archipelago. Finally, the Conseil des ministres is committed to recognize and consolidate an optimum urban form within the MCMA's territory, based on the presence of six economic poles concentrating activities with international influence.

Above all, the Québec Government is now bound – and binds all of its government departments and agencies working in the metropolitan territory – to a Government planning framework expressing a mobilizing planning project for the Montréal region. At the same time, the Government is making this Planning Framework the frame of reference to support the partnership it now intends to pursue with the Communauté métropolitaine de Montréal in land use planning and development.

This Planning Framework is basically presented as a planning tool and adopts a long-term horizon. It affirms planning choices that reflect the Government's will to reverse certain general trends, such as poorly controlled urbanization, the increase in greenhouse gas emissions or deficient optimization of major existing infrastructures and facilities.

The project underlying the Planning Framework arises from a non-complacent picture of the Montréal metropolitan region as it appears today and as projected over the next 20 years. A vision of the region's future is outlined, forcefully supported by the values of an attractive, competitive and viable metropolis working in solidarity. Orientations are proposed, some of which attest to bold choices. Expectations are affirmed and presented to the CMM and Government support is set forth in the form of targets to achieve or actions to be taken.

The Planning Framework is initially intended to serve as an unavoidable frame of reference for Government action in the Montréal metropolitan region. In this sense, it will lend cohesion to public policies and should allow all government departments

and agencies to share a common representation of Greater Montréal's future.

At the same time, the Planning Framework expresses to the Government's partner, the Communauté métropolitaine de Montréal, the Government's major expectations concerning land use planning and development of the Montréal region. From this point of view, it is an invitation for a mutual takeover of a planning project likely to put the Montréal metropolitan region on the path to sustainable development.

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# GLOSSARY

**Designation:** Principal use that one intends to confer on a territory. The following designations are commonly the most in use: residential, institutional, commercial, industrial, agricultural, green space or natural environment.

**Protected area**: "... a geographically defined portion of land, aquatic environment or marine environment, specially dedicated to the protection and maintenance of biological diversity and the associated natural and cultural resources; for these purposes, this geographic space must be legally designated, regulated and managed by effective legal or other means". (Union internationale pour la conservation de la nature. (Our translation.)

**Accommodation capacity**: Sum total of units (expressed, as the case may be, in number of inhabitants, housing units or vehicles, etc.) that a facility of an infrastructure network can accommodate.

**Centre of the metropolitan area:** The centre of the metropolitan area extends westward, on the Island of Montréal, to Pointe-Claire and Saint-Laurent and eastward to Anjou, Mercier and Montréal-Nord. In Laval, it encompasses the Chomedey, Laval-des-Rapides and Pont-Viau neighbourhoods and, on the South Shore, it includes the territory of MRC de Champlain. However, the MTQ excludes Saint-Hubert. (This definition essentially borrows that of the MTQ, which excludes Ville de Saint-Hubert from the centre of the metropolitan area.)

**Demographic growth**: Difference expressed in terms of the number of inhabitants or households, or as a percentage, separating two specified past, present or projected reference years, for a given territory.

**Residential density**: In general, the average number of housing units per square kilometre.

**Gross residential density**: Average number of housing units per square kilometre of a municipality's territory.

**Net residential density**: Average number of housing units per square kilometre of a municipality's territory designated for residential use.

**Facility**: Building, installation or group of buildings or installations, usually publicly owned, serving a collective function or to ensure collective well-being. Particularly considered as facilities are cultural and heritage, healthcare, education, tourism, sports and recreation facilities.

**Infrastructure**: Group of publicly-owned networks and works. In this document, highway networks, mass transit networks and water purification and sewage treatment facilities are usually considered to be infrastructures.

**Social mix**: Diversity observed in the distribution of social, cultural and economic characteristics among the individuals or households of a given territory.

**Share of demographic growth**: Distribution of the net increase in population or households, which can be expressed as an absolute number or as a percentage, observed between two reference years, depending on the location of this population or these households in specified parts of the metropolitan territory (municipalities, RCMs or others).

**Urbanization perimeter**: Spatial entity of a municipality characterized by its oldness, its pluralism of functions and the density of occupation within its built environment.

**Montréal Census Metropolitan Area (MCMA)**: "A census metropolitan area (CMA) is a very large urban area (known as the urban core) together with adjacent urban and rural areas (known as urban and rural fringes), that have a high degree of social and economic integration with the urban core. A CMA has an urban core population of at least 100,000, based on the previous census". (Statistics Canada, *1996 Census Dictionary*, p. 183).

**Reserve of capacity**: Difference or remaining sum that a site, a facility or an infrastructure network can accommodate without the need for expansion.

**Urbanization**: Process whereby a territory, usually in the natural or agricultural state, receives the characteristics specific to the city's environment and becomes permanently inhabited or occupied.

## THE INTERDEPARTMENTAL TECHNICAL COMMITTEE ON THE PLANNING FRAMEWORK

**Chairman:** **Mr Bryant McDonough**
Assistant Deputy Minister
Sous-ministériat aux politiques et à la concertation métropolitaine

**Ministère des Affaires municipales et de la Métropole**

| | |
|---|---|
| Project coordinator: | **Yvan Rompré** |
| Research and writing: | **Yvan Rompré**<br>**Jean-François Marchand**<br>**Christine Caillé** |
| Sous-ministériat aux politiques et à la concertation métropolitaine: | **Luc Brunelle**<br>**Ginette Chenard**<br>**François Desrochers**<br>**Louise Dion**<br>**Agnès Gatignol**<br>**Yves Lafortune**<br>**Denis Péloquin**<br>**Stéphane Pineault**<br>**Francis Reid**<br>**Pierre Rouleau**<br>**Julie Tellier** |
| Direction de l'aménagement et du développement local: | **Carole Jutras**<br>**Richard Audette**<br>**Pierre Baril**<br>**Benoît Bossé**<br>**Renée Marceau**<br>**Louis Massicotte** |
| Service des politiques municipales: | **Fernand Martin**<br>**Monique Desrochers**<br>**Céline Soucy** |

### Member government departments and agencies

| | |
|---|---|
| Ministère de l'Agriculture, des Pêcheries et de l'Alimentation: | **Marcel Tremblay**<br>**André Gauthier**<br>**Lucie Tanguay** |
| Ministère de la Culture et des Communications: | **Francine Émond**<br>**Monique Barriault**<br>**Monique Hamelin**<br>**Mario Brodeur** |
| Ministère de l'Éducation: | **Marie-France Benes**<br>**Michèle Fafard**<br>**Pierre Lambert** |
| Ministère de l'Environnement: | **Gérard Cusson**<br>**Jean Rivet**<br>**Hélène Ross** |

| | |
|---|---|
| Ministère de l'Industrie et du Commerce: | **Odette Guertin** |
| Ministère de la Santé et des Services sociaux: | **Charles Hardy** |
| Ministère de la Sécurité publique: | **Lise Asselin**<br>**Jacques Hébert**<br>**Marc Morin** |
| Ministère des Finances: | **Jean-Guy Lebel**<br>**André Brindamour**<br>**Yves Ouellet** |
| Ministère des Régions: | **Pierre-Paul Roy**<br>**Jean-Guy Tremblay** |
| Ministère des Relations avec les citoyens et de l'Immigration: | **Madeleine Gagné**<br>**Raynald Leblanc** |
| Ministère des Ressources naturelles: | **Paul-Émile Vallée**<br>**Serge Vaugeois** |
| Ministère des Transports: | **Christine Caron**<br>**Christine Duby** |
| Ministère du Conseil exécutif: | **Michel Beaulé**<br>**Denise Desmeules** |
| Agence métropolitaine de transport: | **James Byrns**<br>**Richard Bergeron** |
| Société de la faune et des parcs du Québec: | **Sylvain Laramée** |
| Société d'habitation du Québec: | **Hélène Aubé**<br>**Jacques Trudel** |
| Société Hydro-Québec: | **Maria Vaccaro**<br>**Claude Aubry** |
| Société immobilière du Québec: | **Francine Guérin** |
| Tourisme Québec: | **Michel Trudel** |

**Map 1**

**Territory of the Communauté métropolitaine de Montréal**

Québec

Ministère des Affaires municipales et de la Métropole

— Limits of the Commuanuté métropolitaine de Montréal

Current municipal limits

New Ville de Montréal

New South Shore city

Bureau de l'inforoute municipale
et de la géomatique
June 19, 2001
Basic map: SDA of MRNQ

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**Map 2**
**International economic poles, MCMA**

Québec
Ministère des Affaires municipales et de la Métropole

| Poles | Jobs 1999 | Variation 1996-1999 |
|---|---|---|
| 1- Downtown | 296,720 | 22 % |
| 2- Saint-Laurent / Dorval | 142,487 | 12 % |
| 3- Anjou / Mercier | 58,814 | 35 % |
| 4- Centre de Laval | 50,047 | 36 % |
| 5- Longueuil Nord / Boucherville / Saint-Hubert | 28,159 | 11 % |
| 6- Mirabel Foreign Trade Zone | 10,780 | -5 % |

CMM
MCMA
RCM
Autoroute

Source: Ministère des Affaires municipales et de la Métropole

Produced by: INRS-Urbanisation, 2000

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Québec

Ministère des
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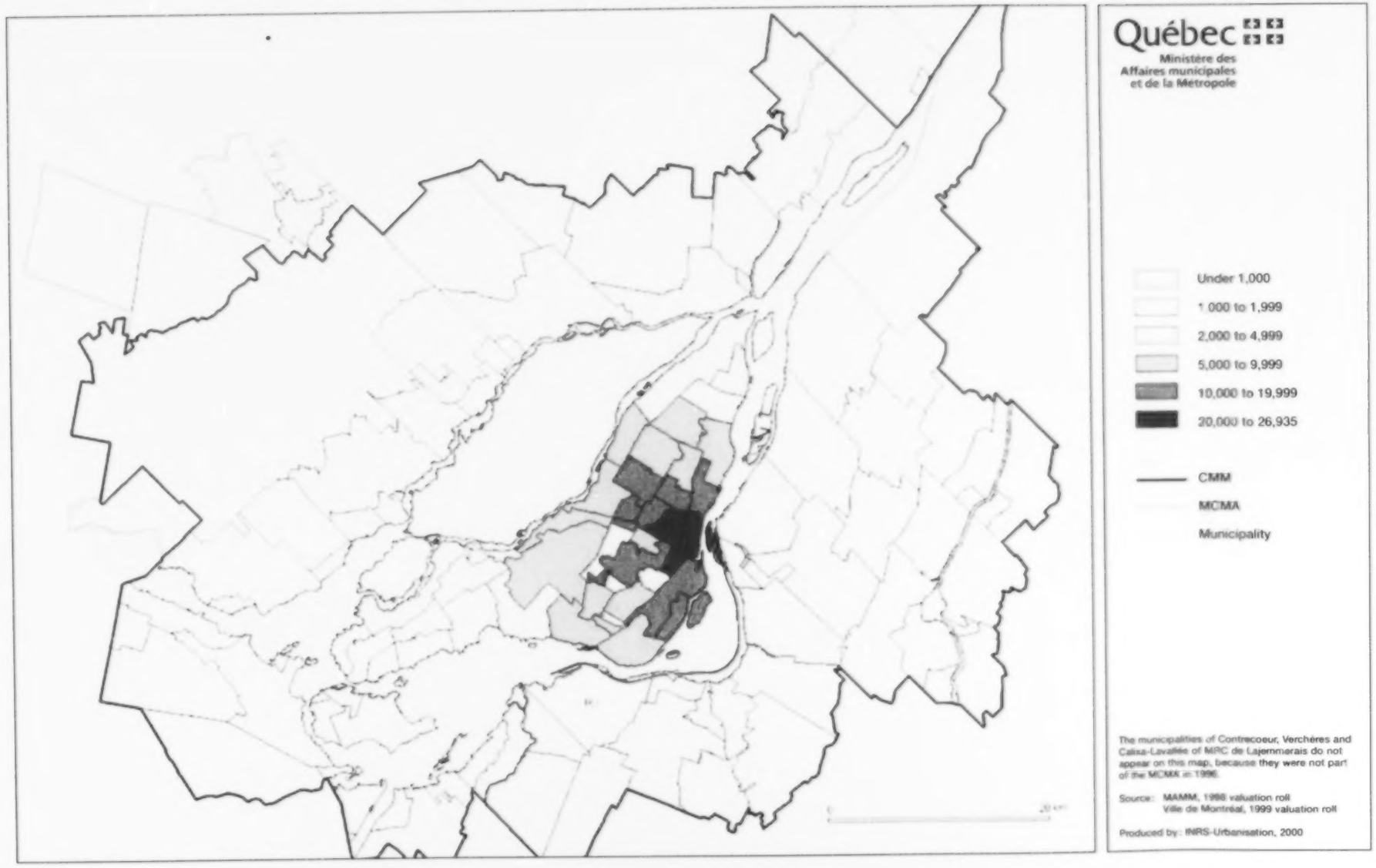
CMM
MCMA
RCM
Autoroute

Source: Ministère des Affaires municipales et de la Métropole

Produced by: INRS-Urbanisation, 2000

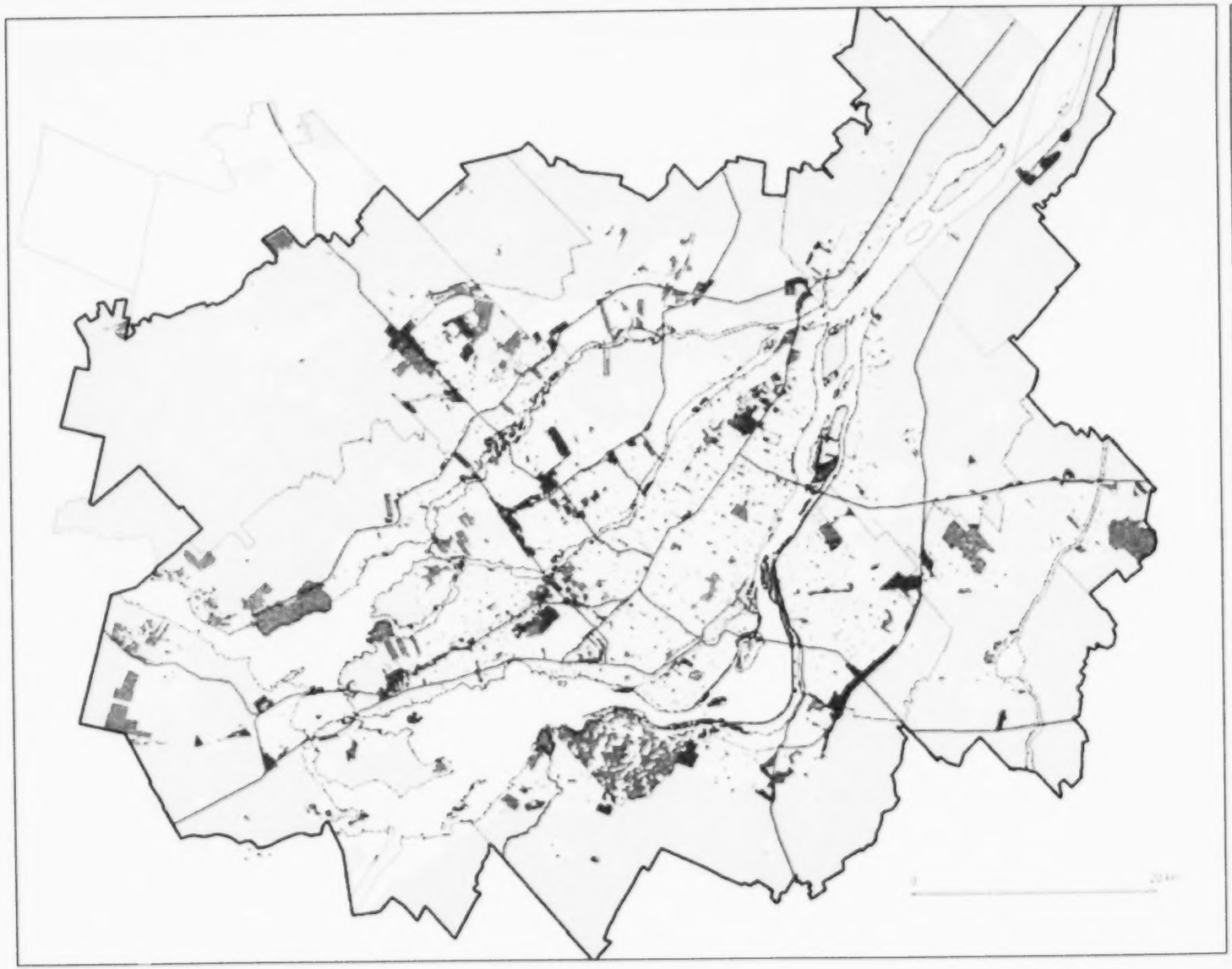
**Map 3**
**Identification of the major commercial and industrial poles, MCMA**

**Map 4**
**Net residential density, MCMA**


Québec
Ministère des Affaires municipales et de la Métropole
Under 1,000
1,000 to 1,999
2,000 to 4,999
5,000 to 9,999
10,000 to 19,999
20,000 to 26,935
CMM
MCMA
Municipality
The municipalities of Contrecoeur, Verchères and Calixa-Lavallée of MRC de Lajemmerais do not appear on this map, because they were not part of the MCMA in 1996.
Source: MAMM, 1998 valuation roll
Ville de Montréal, 1999 valuation roll
Produced by : INRS-Urbanisation, 2000

**Map 5**

**Vacant and urbanized spaces and decreed agricultural zone, MCMA**



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Vacant land

- Residential
- Commercial
- Institutional
- Industrial

Vacant land areas

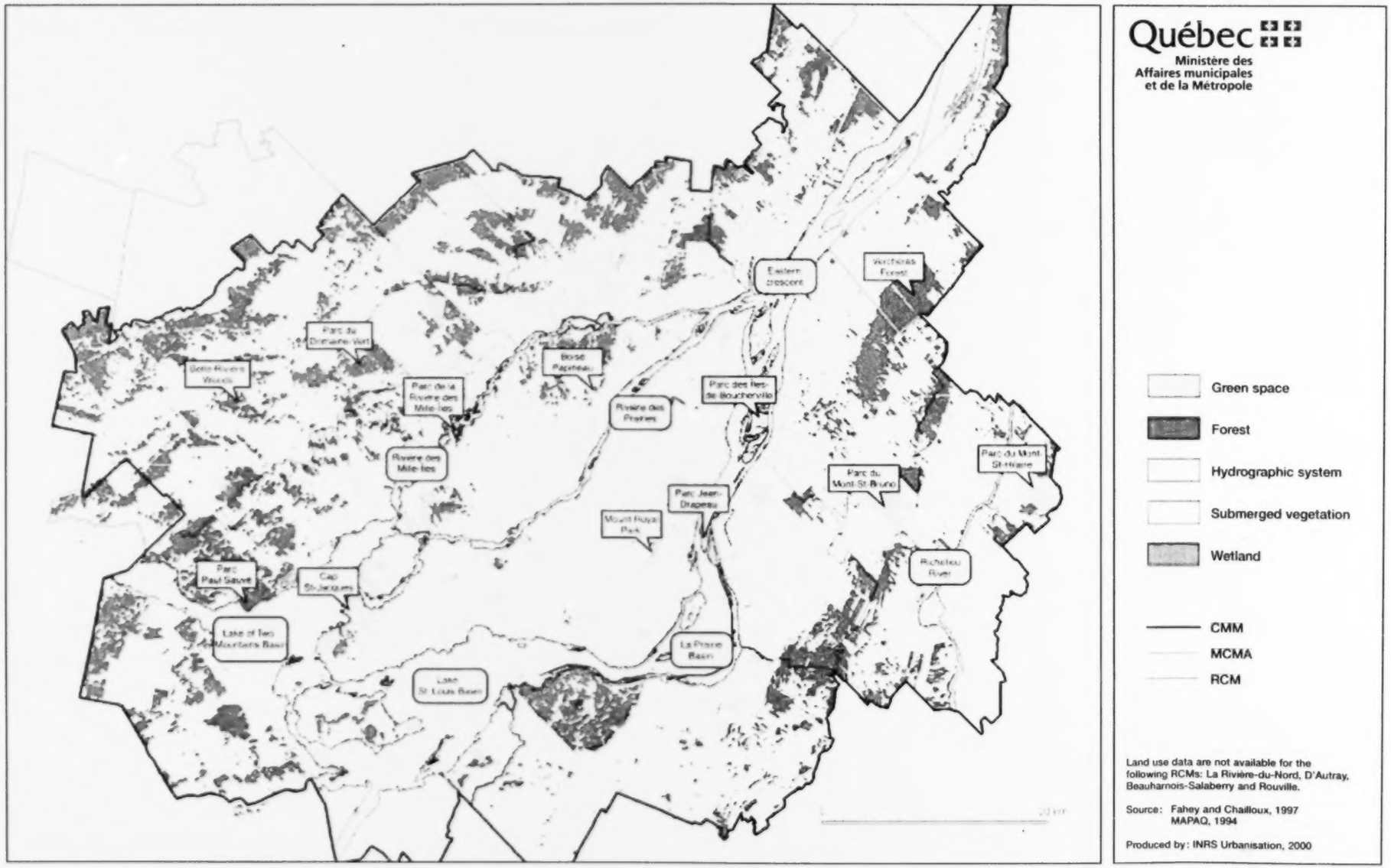
| Square kilometres | Island of Montreal | Laval | Suburbs Southern | Suburbs Northern | Total |
|---|---|---|---|---|---|
| Residential | 38,5 | 40,2 | 96,6 | 83,2 | 251,8 |
| Commercial | 3,4 | 3,3 | 11,0 | 4,9 | 22,6 |
| Institutional | 2,8 | | 0,5 | 2,0 | 5,3 |
| Industrial | 32,2 | 11,5 | 31,7 | 15,7 | 91,2 |
| Green space | 5,4 | | 15,1 | 4,9 | 25,4 |
| Total | 80,3 | 55,0 | 154,9 | 110,7 | 396,3 |

- Occupied space
- Green and wooded space
- Decreed agricultural zone
- Hydrographic zone
- CMM
- MCMA
- RCM
- Autoroute

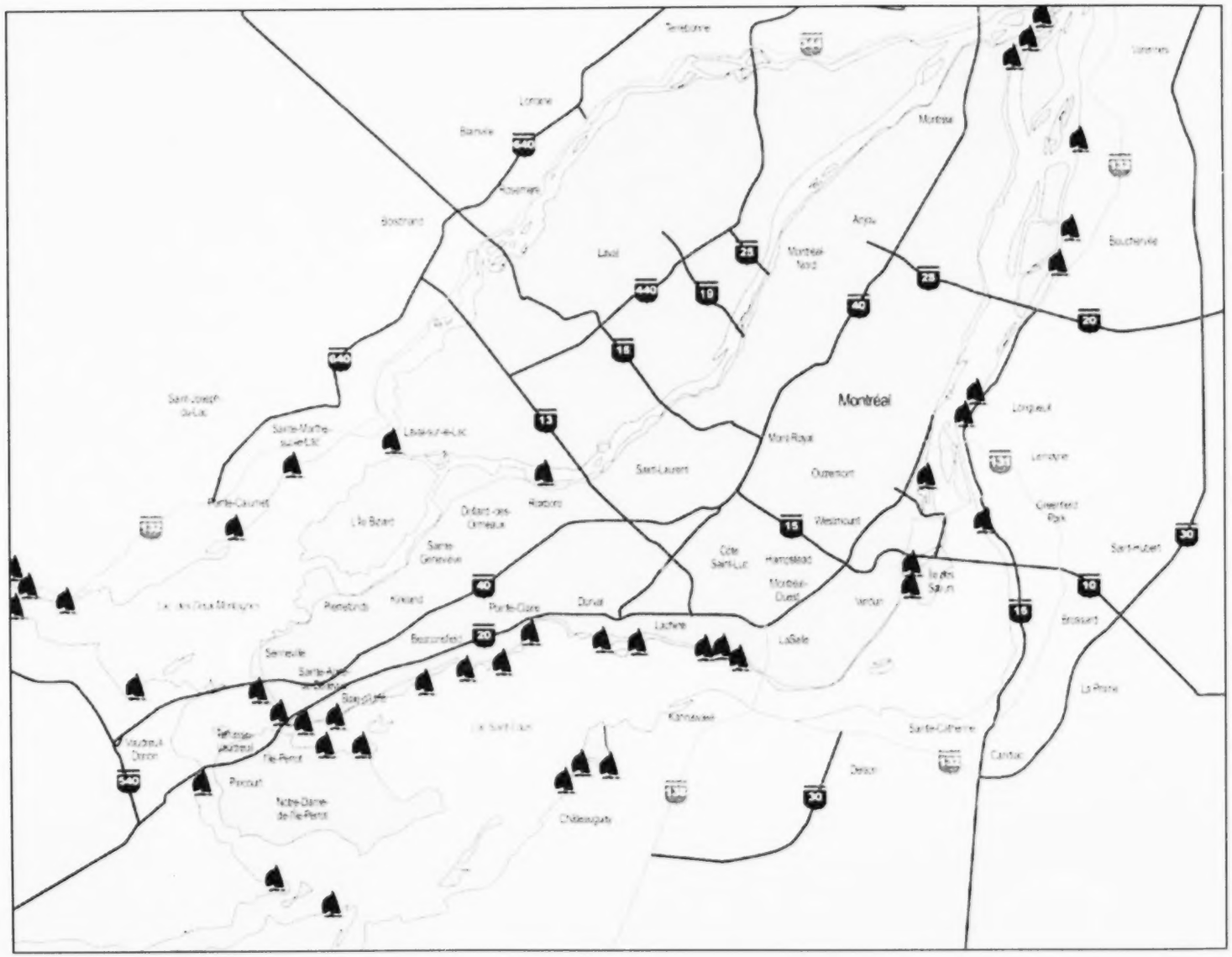
Land use data are not available for the following RCMs: La Rivière-du-Nord, D'Autray, Beauharnois-Salaberry and Rouville.

Source: Fahey and Chailloux, 1997
MAPAQ, 1996

**Map 6**
**Major green and blue spaces, MCMA**



**Map 7**
**Location of marinas and piers**

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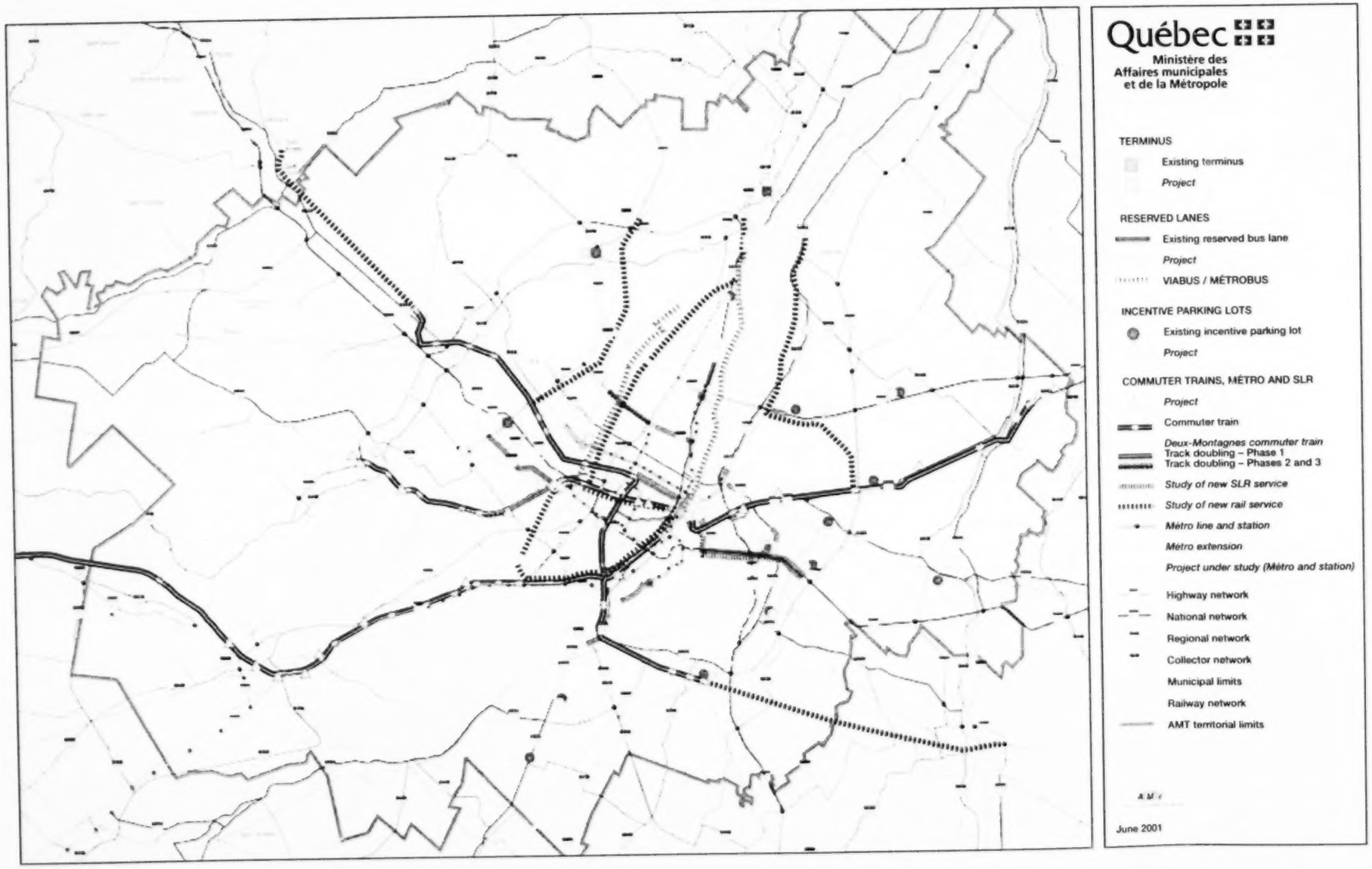
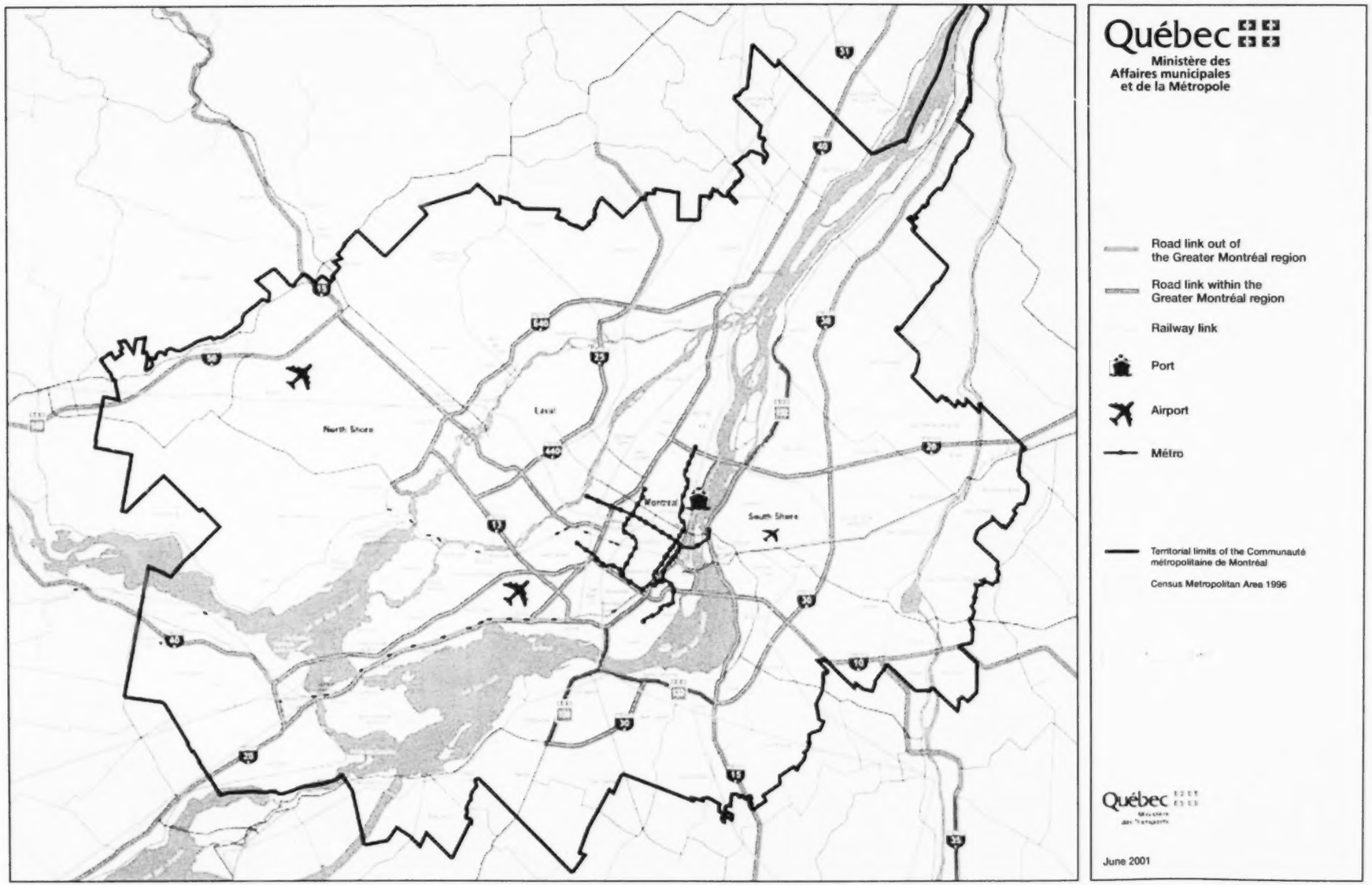
Source : Cartosynthèse, 1999

**Map 8**
**Metropolitan mass transit network, MCMA**



**Map 9**
**Strategic transport network, MCMA**



**Map 10**

**Wooded areas and wetlands in the process of urbanization, CMM**

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Recreational and conservation designation*

Territory in the process of urbanization (CUM 1999)

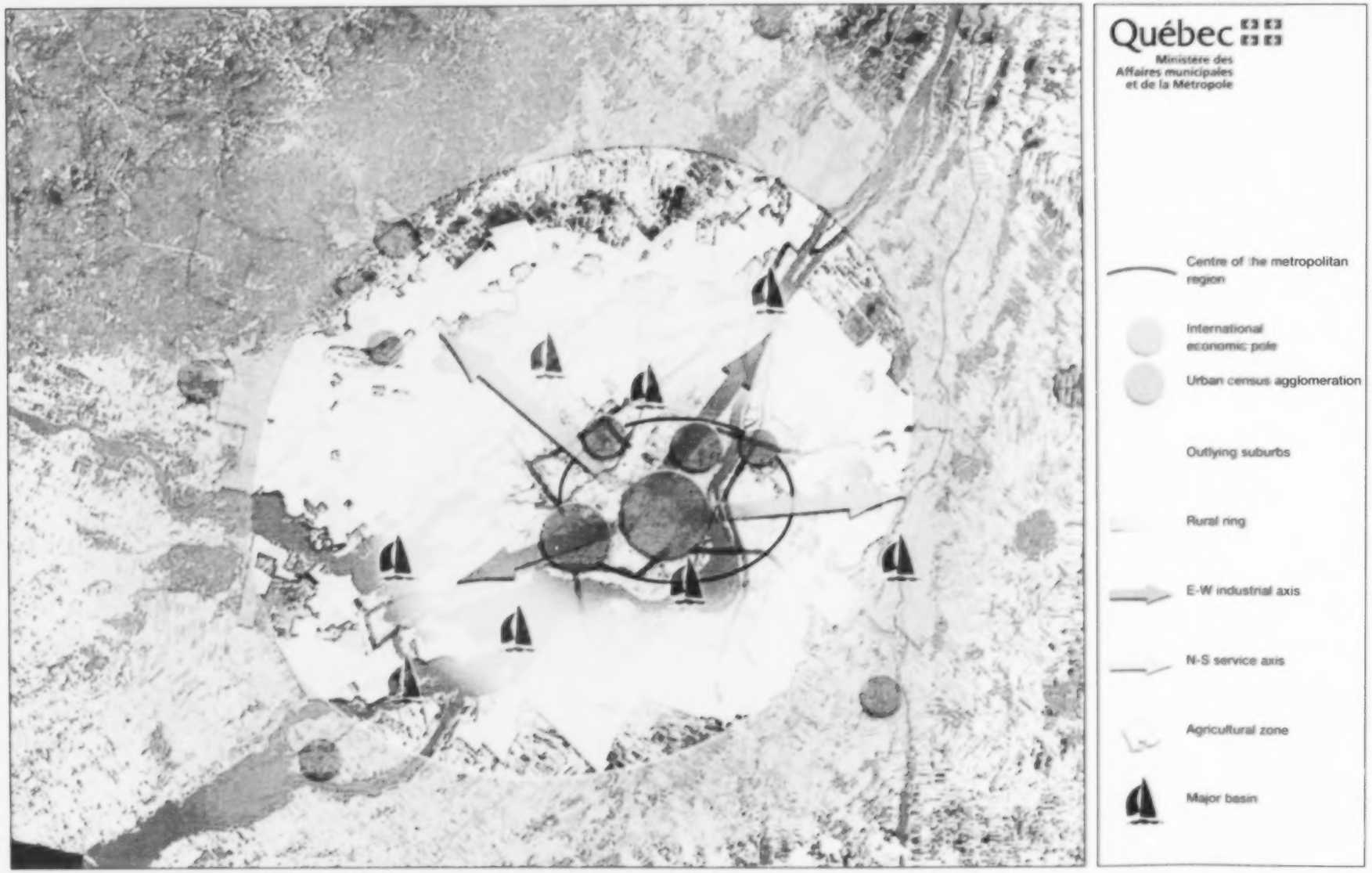
Wooded area (MRN 1999)

Wetland (NR Canada 1996 and CUM 1999)

CMM territory

Municipal limits

* Municipal and regional parks

Source : CUM and collaboration of MENV

**Map 11**
**Spatial organization concept**